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H.R. 88 AND H.R. 537

HEARING

BEFORE THE

SUBCOMMITTEE ON
HOUSING AND MEMORIAL AFFAIRS

OF THE

COMMITTEE ON VETERANS' AFFAIRS
HOUSE OF REPRESENTATIVES

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

JUNE 15, 1989

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H.R. 88 AND H.R. 537

THURSDAY, JUNE 15, 1989

House of Representatives,
Subcommittee on Housing and Memorial Affairs,
Committee on Veterans' Affairs,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9:34 a.m., in room 334, Cannon House Office Building, Hon. Harley O. Staggers, Jr. (chairman of the subcommittee) presiding.

Present: Representatives Staggers, Parker, Burton and Paxon.

OPENING STATEMENT OF CHAIRMAN STAGGERS

Mr. Staggers. The subcommittee will be in order.

Today, we will be hearing testimony on H.R. 537, legislation introduced by the Honorable Marcy Kaptur from Ohio, which would establish a World War II memorial, and H.R. 88, legislation introduced by the Honorable Charlie Bennett from Florida, which would direct the Secretary of the Army to set aside appropriate areas within the Arlington National Cemetery for the unmarked burial of cremated remains.

Both of these members have been interested in these issues for a long time and are to be commended for their continued efforts on behalf of the Nation's veterans. Miss Kaptur began her work on this type of legislation during her tenure as Chair of this subcommittee when she discovered that there is no one national memorial dedicated to our World War II veterans. Her bill, therefore, would provide fitting tribute for the 16 million valiant Americans whose sacrifices and bravery contributed to the preservation of democracy and the free world.

Mr. Bennett is also to be commended for his untiring efforts regarding the disposition of cremated remains in Arlington National Cemetery. He has introduced similar legislation in previous Congresses and has the support of the Department of the Army.

I was pleased to schedule this hearing at the request of both of these capable members and look forward to hearing the testimony from all of our witnesses.

We will start with Miss Kaptur and with Mr. Bennett, and we will proceed with Miss Kaptur first. Ladies first as opposed to seniority.

Ms. Kaptur. Whichever is easier. I yield to seniority.

STATEMENT OF HON. MARCY KAPTUR, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OHIO

Ms. KAPTUR. Thank you, Mr. Chairman and members of the committee. It's a pleasure to appear before you this morning.

I am very grateful for this opportunity to testify regarding my bill to establish, in our Nation's capital, a World War II veterans memorial and related museum facility. I also want to thank you, Mr. Chairman, for holding this special hearing and hope that action can be taken on this proposal as soon as possible.

Before I go into a description of the bill—and I will be brief—let me give you some background on why I introduced this legislation.

In 1987, a veteran in my district approached me at a township trustee's annual fish fry and challenged me. Why, given the fact that we had memorials to so many other conflicts in this Nation—the Korean Veterans Memorial, the Vietnam Veterans Memorial—was there no memorial to World War II veterans in Washington, D.C. Like many people, I replied that there was, in fact, it was the Iwo Jima Memorial that honored World War II veterans. He quickly pointed out to me that that memorial specifically honors the Marines. That was not the branch of service that he had been in.

As I began to investigate his question further, I discovered that dozens of moving and beautiful memorials exist around this country and around the world honoring veterans of particular battles in World War II, or specific divisions that fought in that conflict, but here in our Nation's capital there is not one place to which future generations, as well as World War II veterans and their descendants, can bring their children and their grandchildren and visit a World War II veterans memorial.

I think it would also be useful to have that kind of place because it would help people to address the question of how the world changed as a result of that very significant and tragic conflict.

This memorial could recognize the achievements of all 16 million American men and women who helped preserve freedom and democracy in the 20th century. I really believe that there should be such a place in our Nation's capital, and so do 141 of our colleagues who joined me as cosponsors of our original legislation, H.R. 537.

Now, Mr. Chairman, over the past year I have spoken with many people, other Members of Congress, museum curators, the director of the Museum of American History, and others about this bill. In those discussions, I have found a great deal of support for a World War II veterans memorial, but significant reservations were expressed about building a permanent museum dedicated to World War II at a time of very limited Federal budgets. Believe it or not, we even explored the possibilities of putting another floor on the Museum of American History. I discussed with a Senator in the other body the possibility of putting it on top of a parking garage on another building to be located here in Washington. Some people wanted to move this to East St. Louis, MO. We really have looked at a lot of alternatives here.

I still firmly believe that a museum about World War II would be a wonderful way to teach future generations about the meaning of that war, which changed the face of the 20th and 21st centuries, and the ideals of freedom and liberty for which our Nation fought.

Last year several members from the Veterans' Affairs Committee, including two key staff members up on the dais with you today, accompanied us and our committee to see the Battle of Normandy Museum in Caen, France. This museum was dedicated on the 44th anniversary of the D-Day invasion, and through displays and original films and videos and tape, reminiscences of those who lived through World War II, the museum tells both the story of that crucial battle which turned the tide for the Allied Powers in Western Europe, and the larger history of events leading to World War II, and takes you through what actually happened and the reasons why that war was fought.

However, in looking at this museum concept, I understand the concerns of those who feel that we may not be able to afford at this time such an expensive endeavor as a new museum would represent. Therefore, I will be introducing next week a modified version of H.R. 537 which will still authorize the establishment of a World War II veterans memorial in our Nation's capital, but will simply express a sense of Congress that during the 50th anniversary of World War II in the years 1991 through 1995, the Federal Government, through the Smithsonian Institution, and other national museums, should encourage and promote appropriate exhibitions and commemorations in honor of our World War II veterans. In fact, I met with the head of the Museum of American History a couple of weeks ago and he indicated that this kind of encouragement would be very helpful to them. There is no question that this Nation's participation in that conflict reshaped the international geopolitical landscape that we know.

Now, the new bill that will be reintroduced itself is modeled after the authorizing legislation for the Korean Veterans Memorial. It directs the American Battle Monuments Commission to establish a World War II Veterans Memorial and establishes an advisory board to promote and encourage donations, recommend sites and designs for the memorial, and to report to Congress yearly on the progress of the memorial.

It is also my intention that this memorial be funded largely through private donations. In fact, as I have talked about the suggestion with various veteran organizations, I am amazed at how many different divisions and groups there are in this country that have trust funds. Some are small, $100,000, and others are larger than that. I think if they knew this type of opportunity existed, they would perhaps seek to put their money in a fund that would establish a memorial in the Nation's capital. But many of these funds exist out there. They have been collected over the years in the various branches of the service. I can't even identify for you all of the funds that are out there. So the bill would create a separate mechanism for the collection and investment of this private money.

The bill does authorize appropriations, as necessary, for the initial start-up costs of the board and memorial. Last year the Congressional Budget Office estimated the Government's cost of H.R. 537 at roughly $1 million. So the measure, without the museum element in it, would definitely cost less.

I want to thank you and the members of the committee. I see the ranking member has come in. I know he was with us in France last year when we took that marvelous trip. I just want to thank you so very much for holding this hearing and being supportive of our efforts.

Mr. STAGGERS. I thank the gentlewoman for her testimony.

For the record, I would like to state that Mr. Paxon of New York was present and he did express his interest in both the bills. He does have another hearing and apologizes for having to leave.

Mr. Burton has an opening statement.

Mr. BURTON. Mr. Chairman, I think, because of my tardiness, for which I apologize, I probably shouldn't read my opening statement. I would like to submit it for the record.

I do commend Mr. Bennett for his concern about the remains of our veterans which may be cremated and put in the Arlington National Cemetery, and I do support Miss Kaptur's legislation. We did go to France, as she mentioned, and we got lost several times. We went all over the countryside. She remembers the nice things, but there were a few bad things that happened, too. But it was a great trip and I think it was very beneficial for all of us.

Ms. KAPTUR. If the gentleman would yield, I think that's when Sam Gibbons tried to take us where he thought——

Mr. BURTON. Yes, Sam had us all over the place. It was very interesting. He was showing us where he parachuted in World War II and he couldn't find the field. It was kind of an interesting trip. And the fellow taking us around in the bus from the embassy didn't know where we were.

Anyhow, Mr. Chairman, I would like to submit my statement for the record. I hope at some point in the future we can find the funds to make this a museum as well as a memorial.

Mr. STAGGERS. Without objection, the statement will be entered into the record.

[The prepared statement of Hon. Dan Burton appears at p. 35.]

Mr. STAGGERS. Mr. Bennett.

STATEMENT OF HON. CHARLES E. BENNETT, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF FLORDA

Mr. BENNETT. First of all, before I testify on my bill, I would like to cosponsor that bill with her. I think it's a very fine bill and is very much needed. I'm a World War II era veteran myself.

I feel it has to be given careful thought, as she has given it, as to what kind of memorial it ought to be. Washington has become pretty loaded with big monumental things. I'm not sure there isn't an answer that might be a symbolic type of memorial, plus something that is ongoing for veterans, like a program of veterans to hit a particular problem. I'm a great believer in living memorials that continue to go on, although I think a symbolic memorial that is small and attractive geographically is a good idea, too. I do know the people that have been working on the Franklin D. Roosevelt Memorial had great difficulty in coming up with something that they thought would add to the overall Washington, D.C. area. For that reason, we've never created one to him.

Mr. Chairman, thank you for holding this hearing on my bill, H.R. 88. For many years, it has been one of my hopes that the Arlington National Cemetery continue to accommodate all veterans that have the right to be buried there. Toward that end, I introduced legislation to authorize the Secretary of the Army to set aside an appropriate area within Arlington National Cemetery for the unmarked burial of cremated remains. Not only will this help preserve the cemetery's natural beauty, but it will also keep it open for many years after all of the burial sites of the ordinary size have been exhausted. The Army assisted in perfecting this bill and endorses it in its present form.

The practice of unmarked burial plots is not a new idea. Many communities throughout the United States as well as Europe have accepted this method of burial. This idea could be the key solution to extending the life of the Arlington National Cemetery without having to spend millions of dollars and great inconvenience to the area to purchase new land.

My bill would do these things: It would, first of all, not eliminate any area in Arlington National Cemetery that has been targeted for casketed remains or other cremated remains. Secondly, it would enhance and preserve the beauty of the landscape in the cemetery while serving as a distinguished resting place for our war veterans. Those of you who walk through Arlington, I think, will have the feeling that I have, that there needs to be more from the standpoint of landscape arrangement in that cemetery to enhance its beauty. This would do that.

It would prolong the life of the cemetery. It is anticipated that all in-ground plots will be exhausted by the year 2020 and the columbarium for cremated remains will be exhausted by 2029. At the present rate, burials at the cemetery occur roughly 18 times a day. If this figure is multiplied by the number of days in the year, excluding holidays and weekends, the number of projected burials for the year 1989 alone would be approximately 4,462. My legislation would allow veterans to be buried there long after the plot space has been exhausted.

The Department of the Army, which oversees the cemetery, supports my legislation. In fact, it was the Army that took the bill that I had been introducing for many years and honed it into this particular proposal. I submit for the committee files correspondence that I have had with the Department, along with correspondence that I have had with the cemetery superintendent, Ray Costanzo. He also supports my bill. Surveyors of the Department have already chosen a possible site and have sketches of plans for the proposed area, an area which otherwise would not be used for burials.

My bill is only an authorization to set aside a piece of land to be used for this purpose. It simply allows the Department of the Army to take existing land that would otherwise not be used and make it a functional part of the cemetery and add to the beauty of the cemetery as well.

Veterans would in no way be compelled or asked to be placed in this section of the cemetery. That is not my intention and it never has been. This is a choice that the veteran and his family would make without outside influence. It would be a choice that I would readily make. My parents were cremated at their request. I acknowledge that initially it may not be greatly utilized, but as years go by, I am sure that its usage will grow.

I have enjoyed substantial bipartisan support on this legislation. In fact, 50 of our colleagues have joined in cosponsoring this worthy legislation, about half of them Republicans and about half Democrats. Also, three of our colleagues in the Senate have seen this bill and decided to introduce it in the Senate. My senior Senator, Bob Graham, joined by Senator Cranston, the Chairman of the Veterans' Affairs Committee, and Senator Frank Murkowski, the ranking minority member of that committee, have introduced a companion bill, S. 1141. I submit for the record testimony prepared by the chief sponsor, Senator Graham and ask that it be included at the end of my statement.

(Statement of Senator Graham on behalf of H.R. 88 appears on p. 41.)

Mr. BENNETT. This is a very simple, noncontroversial piece of legislation. I believe that it represents the best interests of the veterans of the United States and also the cemetery itself. As space in the cemetery begins to become more scarce, there will be very few alternatives for veterans who have earned the right to be buried there.

The cemetery's policy for burials is now very exclusive. I do not seek to change the present policy in any respect, but this legislation does allow a greater opportunity for veterans to be buried at Arlington if they request it. The founders of the cemetery envisioned all veterans having the opportunity to be buried there in an honorable fashion, and this is at least a step in that direction. This legislation enjoys broad support in both the House and Senate, and I would very much like to see it passed during this Congress.

Mr. Chairman, again I deeply appreciate your subcommittee holding this hearing and hope that the subcommittee will see fit to move toward markup and send this legislation to the floor of the House.

I do have color drawings of the plat which I will submit for the record. Here is landscape architect's rendering of it, and here's another one facing toward the wall. You will see it's a very attractive view or vista in the midst of many crosses, and it's in a place where it will not be possible to have the crosses in the future because the land is too rough and the terrain is too bad. So I think it has a great opportunity to make it possible for people, many, many years in the future, to be buried at Arlington, and in a very beautiful and dignified manner. It actually will enhance the beauty of Arlington, even if you never buried anybody there. It would be a beautiful addition to the cemetery. Those of you who have visited the cemetery I think would agree. As you ride through the cemetery, as I have on many occasions, I think you would feel there is a need for more vistas in that cemetery. It's very natural that we haven't had them because we needed the space. This is a way in which the space can be voluntarily utilized by the veteran and his family, if he decides to do that. I'm a person that wouldn't decide to do that and I'm entitled to be buried any way I want to be buried at Arlington, both because of my congressional service and because of my military service.

That's all I have to say. If anybody wants to ask questions, I would be glad to answer them.

[The prepared statement of Hon. Charles Bennett, with attachments, appears at p. 38.]

Mr. **Staggers**. Thank you, Charlie, for your testimony. In fact, I'm very interested in your bill. I have invited Dr. William Phipps from Davis and Elkins College in West Virginia. He believes that this trend is going to increase, especially in States like Florida, and you may want to talk to him before you leave.

Mr. **Bennett**. My son is buried in a similar arrangement at Falls Church. Falls Church is a lovely old colonial church built by George Washington's father, and they no longer allow interments in that yard. But my son, who died 10 years ago, is similarly buried in what they call the "memory garden", which is a very exquisite garden, planted with native azaleas and things that grew on this earth when the white man came here. It's a very, very attractive spot. It adds to Falls Church, it adds to the thoughts and concept that I have of that church, which I attend every Sunday.

Mr. **Staggers**. Have you talked to any of the veterans groups? I know you have the support of the Department of Army, but what would the veterans groups?

Mr. **Bennett**. I have not really gone out and lobbied for it. I could do so. I'm sure I would get the support of all of them. I talked to my own home town veterans groups. I have not thought it was controversial enough to mount a major lobbying thing.

I've got 14 amendments to the upcoming defense authorization bill, including many billions of bucks, and it just isn't a thing that I'm devoting that much time to. If it is felt by the committee that you would like for me to do it, I am sure I could get the support of every veterans organization.

Mr. **Staggers**. No, I was just wondering.

Could you explain how the bill would be implemented? There has been some criticism that there's no demand for it. As you mentioned, it would add to the beauty of Arlington Cemetery, even if it is not used. But if it is implemented, can you explain in a little bit more detail how it would be implemented?

Mr. **Bennett**. Yes. It would direct a location, which they have actually already picked out. They could choose another one if the committee thought there was a better one available. The legislation says they are supposed to use land that otherwise would not be used because of its terrain features. And so it sets aside, instead of just being a greensward, it would have a somewhat encompassing feeling because of landscaping and would have a marker on a nearby fence, or a low-lying thing, something like the Vietnam Memorial—not that expensive and not that large—but would have the names of the people on that. You would have a feeling really of a vista. As a matter of fact, the popularity of the Vietnam Memorial is a pretty good precedence for this, although I didn't really copy that idea. But it would be very similar because the names would be on a wall, but not as ostentatious a wall as the present wall is for Vietnam veterans, not anywhere near that large. But the names would not be associated with a particular piece of earth, just as my son's is not. In the case of Falls Church, I gave a bronze thing about the size of one of these pictures on the wall, and the people's names are now on it. I did that 10 years ago and I think there are probably about 50 people on that wall now. And that's just out of one church, not a public burial ground.

When you speak about a demand, no, I don't think there's a demand. I don't think anybody is demanding anything be done. I don't think anybody is demanding anything be done about the World War II memorial. I have been here ever since the end of World War II and I never introduced a piece of legislation until this fine lady did so. It comes out of the feelings that it's a good thing to do. The fact that there hasn't yet been lobbying established for it, I can establish the lobbying. I'm sure there wouldn't be a veterans organization that would not think it's a good idea.

I did something with regard to the Philippines without any lobbying. I introduced a piece of legislation which is now law that establishes a chair for constitutional democracy at Santa Tomas University in Manila. Veterans could give money to that, and many have, to establish that chair. It's a sort of thank you to the Philippine people. But there was no great demand for that. So I don't think there's a demand for this legislation. I can create the demand, but I just think it's a good idea. It's virtually costless, not a very expensive procedure, and is actually much cheaper than handling burials otherwise. It's purely voluntary.

Mr. STAGGERS. I wasn't so much speaking of the demand for the legislation. I was speaking to the demand of the burial procedure and the implementation. I wasn't attacking your legislation. I don't think you need the lobbying effort.

Mr. BENNETT. I think people have different views about burial. Nobody would ask to be buried here that feels that their body must be embalmed and put into a box. There is nothing in the Bible about that, if you want to look at the Bible.

Mr. STAGGERS. I don't want to debate the Bible, either.

Mr. BENNETT. I'm not entering a spiritual dispute or religious dispute about people's bodies continuing to exist. Many people feel that way. My family, strong environmentalists, feel just exactly the opposite. My family wants to push up daisies and grass wherever we can, for the beauty of people coming later on. That is the view of the future. It is not maybe the view of today, but it was the view of my parents, who have been dead for decades. They asked for this same sort of treatment, which they got. I don't think there's anything very unique about that. Some people feel they would like to be part of the earth pushing up flowers rather than occupying a space, which is an inconvenience to modern life and future people.

That is my personal thinking, but it's not really the purpose of this bill. The purpose of the bill is to see to it that people who are entitled to be buried at Arlington can, in fact, be buried at Arlington, and by the year 2000 they aren't going to be able to be buried at Arlington. The real purpose of the bill is to make it possible for people to be buried there. I would be happy to be buried there. I would be just as happy to be buried there as being in a box, one way or the other. I'm thoroughly entitled to be there. I'm decorated enough to go that way, and I'm also a veteran and have that status, and I've got the third status of being a Congressman. So it's not a thing that's going to make it easier for me to be buried there. I think I will be buried in Arlington one way or the other.

But I think that this is a thing that allows people who want to do that, that really want to go back to the earth and help the earth, to do it if they want to do it. They have that concept about the environment, about the beauty of the future. That's an idea, but it doesn't have to be present in all people's minds. They may just say this is a good thing for those who want to do it. It has nothing to do with people who don't want to do it. It doesn't hurt a thing. Actually, the amount of money involved is so small I could give it. I have given many times this amount to the National Park Service. I could give all the money that's necessary to be given for this.

Ms. **Kaptur**. Will the gentleman yield?

I just wanted to say, if the gentleman will yield, that when I chaired this subcommittee I know he began to explain this idea and I was somewhat surprised that this didn't exist already. Then when we checked it through, after having heard the testimony of a lot of the various people involved in the cemetery industry in the United States, that both crematoriums and cremation were the direction we're moving into in the 21st century.

It seems to me the demand for this will grow in the coming years, and I just want to commend the gentleman for keeping his idea alive and pushing it, because I think it's going to happen.

Having visited some of the cemeteries that do have these types of open areas with the names on the wall, in more of a garden setting, they're just beautiful.

Mr. **Bennett**. It will add to the beauty of the thing, and it will make it possible for people to be buried at Arlington that will never be able to be buried at Arlington otherwise. I think that's worthwhile. And it's inexpensive. If you want to bill me for it, bill me for it.

Mr. **Staggers**. The gentleman from Indiana.

Mr. **Burton**. I have no questions, Mr. Chairman.

Mr. **Staggers**. Mr. Parker.

Mr. **Parker**. Mr. Bennett, I'm the only funeral director up here, but I think it's a good idea. It makes a lot of sense. I provides some alternatives that people would not have. I just don't think it's that big a question. I just think it should be done and I do like the idea a great deal.

The only thing that I differ with you on is that I want to be in Mississippi pushing up daisies instead of Arlington. Other than that, I do agree very much.

Mr. **Bennett**. Thank you.

Mr. **Parker**. Thank you, Mr. Chairman.

Mr. **Staggers**. I thank both of my colleagues for testifying, for both very important bills that we will be looking at.

Mr. **Bennett**. It may not be important, but I think it's good.

Mr. **Staggers**. If it's good, then it's important.

Mr. **Bennett**. Thank you very much.

Ms. **Kaptur**. I thank the committee.

Mr. **Staggers**. The next panel would be John Doyle from the Department of Army, accompanied by William Ostermeier, Deputy Superintendent of Arlington National Cemetery; General A.J. Adams, American Battle Monuments Commission; and William E. Phipps, from Davis and Elkins College.

Mr. Doyle, do you want to start us off?

STATEMENTS OF JOHN S. DOYLE, PRINCIPAL DEPUTY ASSISTANT SECRETARY OF THE ARMY (CIVIL WORKS), ACCOMPANIED BY WILLIAM F. OSTERMEIER, DEPUTY SUPERINTENDENT, ARLINGTON NATIONAL CEMETERY; MAJ. GEN. A.J. ADAMS, SECRETARY, AMERICAN BATTLE MONUMENTS COMMISSION; AND WILLIAM E. PHIPPS, PROFESSOR OF RELIGION AND PHILOSOPHY, DAVIS AND ELKINS COLLEGE, ELKINS, WV

STATEMENT OF JOHN S. DOYLE

Mr. DOYLE. *I would be happy to,* Mr. Chairman.

Good morning. I am John Doyle, Principal Deputy Assistant Secretary of the Army for Civil Works. With me, on my right, is Mr. William Ostermeier, who is the Deputy Superintendent of Arlington National Cemetery. We are happy to be here this morning to testify on behalf of the Army with respect to H.R. 88 and H.R. 537.

As has already been described, H.R. 88 would direct the Secretary of the Army to set aside an appropriate area suitable for the burial of casketed remains within Arlington National Cemetery for the unmarked burial of cremated remains. As has been mentioned, the Army supports enactment of that legislation. We would envision that the names of those buried under this method of interment would be recorded on a plaque in an area that would be simply marked resulting in minimal cost. We have, as Congressman Bennett has indicated, identified a potential area where this kind of an arrangement we believe could be implemented in a way that is consistent with the honor that should be accorded in Arlington Cemetery to all those who are buried in Arlington.

With respect to H.R. 537, that legislation, as Congresswoman Kaptur has indicated, would establish a memorial and museum on Federal land within the District of Columbia or its environs to honor members of the Armed Forces who served in World War II and to commemorate U.S. participation in that conflict.

The Army does support the establishment of a World War II memorial. It does not, however, support establishment of a World War II museum. As Congresswoman Kaptur indicated, she is planning to introduce a revised version of H.R. 537 that would delete reference to the museum and retain as its basic purpose the authorization of the creation of a memorial. While the Army does not normally take positions on bills that have not been officially referred to it, it is my belief that the changes made in the new version of the bill that she described would definitely enhance the prospects for support of that legislation.

With that, Mr. Chairman, I will close and be happy to answer any questions you or the members of the committee might have.

[The prepared statement of John S. Doyle, Jr. appears at p. 58.]

Mr. STAGGERS. Thank you.

Mr. Adams.

STATEMENT OF MAJ. GEN. A.J. ADAMS

General ADAMS. Thank you, Mr. Chairman, for the opportunity to present the Commission's view of H.R. 537, a bill to erect a World War II memorial and museum on Federal land in Washington, D.C. or its environ. As my prepared statement will appear in full in the record, I will just summarize.

Following World War II, the American Battle Monuments Commission erected 14 cemetery memorials around the world to provide a final resting place for many of our brave Americans who died in liberating those lands, and to honor individually, by name, the missing in action or lost or buried at sea in the particular region. It also erected three supporting memorials on U.S. soil. Collectively, these shrines honor all Americans who fought in that war, but no where is there a single Federal memorial that pays tribute to all veterans of World War II. In our opinion, there is no better place for such a memorial than in the Nation's capital.

Over 16 million Americans served in the Armed Forces during World War II, and of that number, 671,000 were wounded in action, 292,000 were killed in action, including 79,000 missing in action or lost or buried at sea and presumed dead. An additional 114,000 died of nonbattle casualties, for a total of 406,000 American deaths in the battle areas. These casualties occurred during the period 7 December, 1941 through December 31, 1946, when hostilities were terminated by presidential proclamation. However, few casualties occurred after the Japanese acceptance of Allied peace terms on August 14, 1945. Collectively, the Allies experienced an estimated 10,417,000 battle deaths.

The Commission supports the erection of a World War II memorial in the Washington, D.C. area consistent with the provisions of the Commemorative Works Act. However, funds are not included in the President's budget plan for such a memorial. Moreover, in view of the current fiscal constraints and competing priorities, it is unlikely that Federal funding for even a share of the cost of constructing such a memorial would be requested by the administration in the foreseeable future. Accordingly, the administration recommends that such funding come entirely from private sources.

Finally, the administration questions the need for a World War II museum duplicating the information and artifacts maintained by the Library of Congress, the National Archives, the Centers of Military History of the military departments, and the museums of those departments. Furthermore, a proper museum would add $100 million or more to the cost of the memorial. Accordingly, the administration opposes the establishment of a World War II museum but, as has already been stated by my predecessor, by Congresswoman Kaptur, we understand the legislation has been changed to obviate this concern.

With respect to fundraising, our experience with solicitation of funds for the Korean War Veterans Memorial has shown that it is not an appropriate function for the Commission. Even with the earnest help of the 12-member Korean War Veterans Memorial Advisory Board, in almost 3 years only half of the targeted $6 million has been raised, a minuscule sum compared to the cost of a World War II memorial and museum. The Commission is a very small organization, already fully occupied in meeting its responsibilities. We are not designed, organized, staffed or funded to be a major fundraising organization and should not take on such responsibilities for the proposed World War II memorial. Should a private organization, however, be willing to raise the necessary construction funds, the Commission would be happy to provide all the assistance possible.

H.R. 537 gives the Advisory Board responsibility for recommending the site and selecting the design of the memorial and museum, subject to the approval of this Commission. These are functions normally performed solely by this Commission in accordance with its enabling legislation. They are extremely important functions and should not be given to a group of individuals unversed in such matters. Rather, they more appropriately should remain the responsibility of this Commission, which has many years of experience in the selection of memorial sites and designs, and is completely conversant with the site and design approval process contained in the Commemorative Works Act. This does not mean that the board cannot contribute effectively to the selection of the site and the design. Toward this end, we recommend section 2e(2) be amended to read as follows:

"(2) Assist the Commission in its selection of the site and design for the memorial and museum, as requested by the Commission. Selections will be in accordance with section 7 of Public Law 99-652 (40 U.S.C. 1007; stat. 3452): and . . ."

Your favorable consideration of these comments and recommendations would be greatly appreciated.

This concludes my summary. If you have any questions, we will be delighted to respond to them.

[The prepared statement of General Adams appears at p. 62.]

Mr. STAGGERS. Thank you, Mr. Adams.

Dr. Phipps.

STATEMENT OF WILLIAM E. PHIPPS

Dr. PHIPPS. I have been invited to testify regarding H.R. 88 because cremation has been one of my recent research interests, and in my prepared statement I indicate the extensiveness of that, which resulted this year in the publication of a book entitled "Cremation Concerns." Last week, in the Wall Street Journal, I contributed an article in this regard.

Several pages of my prepared statement is a response to those who presume that only a few would choose what H.R. 88 proposes. A generation from now, when grave space is exhausted at the Arlington National Cemetery, it is actually likely that the majority of body disposals in the United States will then be by cremation, even as it is now in some States and in some cities.

We are following rather closely, about a half-century later, the trend of Great Britain. At the beginning of this century, there was a movement to move towards columbaria. That has now long since exhausted and there is an interest now in what the British call strewing, or the spreading of cremated remains in an area about as large as a burial plot.

In my prepared statement I discuss some five reasons for this trend towards cremation: first, a much lower cost; second, the high mobility of our population, especially after retirement; third, the land scarcity, which is especially significant in dealing with veterans' cemeteries; fourth, a growing realism and less make believe, perhaps due to more death education and more interest in environmental awareness; and fifth, there has been a precipitous shift in religious sanctions, and so today, for only a tiny percentage of Americans is cremation prohibited by their rabbis or by their ministers.

I think it would be helpful for clarification to speak for a minute of the nature of what are often called "cremains", the cremated remains. The term "ashes," although technically accurate, is not very helpful. The cremated remains are not like what we see in a fireplace after logs are burned. They are not fluffy or easily blown away. The carbon, which composes 20 percent of our mortal frame, is completely oxidized by the 2000 degree Fahrenheit temperature. So what remains is actually greyish bone fragments. These are then pulverized, reducing the particle size to less than an eighth of an inch. What remains is about 5 pounds or, in volume, several quarts. These are sterile. They create no odor, no pollution, and what is disseminated looks very much like granular chemical fertilizer and performs accordingly in enriching the soil.

I would hope that a spacious area could be set aside in the Arlington Cemetery, more spacious than the proposals that I have seen in sketches. If it is attractive enough, there may well be many who would prefer the greensward rather than an interment plot. This would thereby extend the options for others at the cemetery beyond 2020, the anticipated date for the exhaustion of available burial plots.

Much of the area under consideration could be hilly or wooded or unsuitable for interments. The scattering would best be done around bushes, flowerbeds and trees, where there might be a wide margin of small pebbles or mulch. The cremains could then be easily raked beneath the surface.

I think that it would be appropriate to modify H.R. 88, which would improve its quality and actually enhance its passage, to have a small bronze plaque placed in the vicinity of the scattering. It gives a sense of place, which has a psychological importance to many people. Recognizing the meaningfulness of the Vietnam Memorial wall that has already been addressed, I advise that an out-of-doors wall be placed in the landscaped garden area set aside for the unmarked cremated remains. The height should be no more than about seven feet so that inscriptions could be easily read by an adult. This would also permit the placement of small flags in the individual memorial if the plaque was designed to contain such a holder.

So, in conclusion, I commend Congressman Bennett for thinking beyond what has been adequate in the past and facing up to the realities of the 21st century. Although I was unaware of H.R. 88 until this spring, I had independently arrived at much the same outlook in my book published last January by Charles Thomas Press. I think, indeed, it will be the tendency of cemeteries throughout our country, not limited just to the Arlington Cemetery.

Thank you.

[The prepared statement of William E. Phipps appears at p. 64.]

Mr. STAGGERS. Thank you, Dr. Phipps.

Mr. Doyle, after you have heard Dr. Phipps' testimony, could you tell us how you would plan on implementing H.R. 88? Would you consider the plaques, would it be a scattering, would it be—Can you go through some of the steps you would be looking at doing?

Mr. **Doyle**. I would be happy to, Mr. Chairman.

The details have not all be worked out. Of course, it would depend on whatever decision you and your colleagues here and in the other body would reach in terms of direction to us. But our current thought envisions a scattering the creation of a wall, and the placement on that wall of plaques identifying specifically the individuals who had opted to be buried in that fashion.

Mr. **Staggers**. Can you tell us for the record how the scattering takes place? Is this a commingling of ashes? How does this work?

Mr. **Doyle**. I would be happy to, Mr. Chairman. It can be done in any number of ways. Ultimately, there would be a commingling. I would be happy to flesh that out for the record.

(See p. 69.)

Mr. **Staggers**. I had asked Mr. Bennett about the demand. What do you see as the demand? Would you agree with Dr. Phipps, that there is probably going to be an increasing demand for this type of procedure?

Mr. **Doyle**. Originally, Army's position on this idea—this goes back 2 or 3 years ago—was not to support the legislation. I understand the basic reason given at that time was that it was felt there would not be much demand at all.

I personally believe the trend that Congressman Bennett and Dr. Phipps have spoken of represents the direction that Americans can be expected to go in their burial preferences. I believe that will lead to a growing demand, although my expectation and Army's expectation currently is that early on there would be a low demand, a low but growing demand.

Mr. **Staggers**. Mr. Doyle, let me ask you one final question. This is more a procedural question than a substantive question.

Can't this be done already, and couldn't this be done administratively as opposed to legislatively?

Mr. **Doyle**. No, it can't, Mr. Chairman. We looked at that 2 years ago and determined that, in order for us to proceed to implement the idea that Congressman Bennett was interested in, it would take legislation for us to accomplish the objective.

Mr. **Staggers**. Thank you, Mr. Doyle.

Dr. Phipps, there appears to be some underlying concerns about the public perception of H.R. 88. What are your perceptions of the past, present and future attitudes about the final disposition of our earthly remains?

Dr. **Phipps**. What causes the public concern with regard to cremated disposal is the fear that there is going to be some dignity lost and some lack of individualization and personal appreciation. But if there is attention to this matter of individual plaques, it seems to me that there is no reason why the cremation option should diminish the dignity of the individual. As soon as that perception is made, it's amazing how rapidly, through a bit of death education, as I call it, the public perceives that this is altogether an appropriate alternative.

Mr. **Staggers**. Along those lines, can you tell us about your research into the changing religious attitudes towards cremation?

Dr. **Phipps**. Yes. Up until the Vatican II Council, the primary opponent of cremation in America was our largest single religious group, Roman Catholicism. But that has now shifted and, indeed, in the latest data I have, it indicates that priests and ministers are virtually the same in support by something like 85 percent of the catholic priests and protestant ministers. Only for Orthodox Judaism in this country, which is a rather small minority of Jews, is cremation not permitted.

Mr. **Staggers**. In your research you have also done some work about the percentage of people who will use cremation as an alternative. Can you tell us a little bit about that and give us your opinion on whether veterans would be different from that percentage of the population in general?

Dr. **Phipps**. I have seen no indication that veterans would stand out as different from the general population. As I indicated in my statement, there is an increase of about 22,000 cremations per year in America, or about 1 percent of the total. If you extrapolate on that, by the end of the next century we will be very much like Japan, with virtually all body disposals by cremation.

Mr. **Staggers**. Thank you, Dr. Phipps.

Mr. Adams, switching gears somewhat, you state that in 3 years only $3 million has been raised for the Korean War Memorial, and you suggest that a private organization do the fundraising for the World War II memorial.

Do you know of a particular organization that you believe would be particularly effective in the costs involved with such a contracting out?

General **Adams**. No, I do not. The most eligible as presently organized, as far as I know, are the veterans organizations—the Disabled American Veterans, the VFW, and so on—who are already raising funds for the Korean memorial.

Mr. **Staggers**. Have you given much thought to where such a memorial might be located here in the Washington area?

General **Adams**. No, I have not.

Mr. **Staggers**. Can you explain how you envision the steps which must be taken in order of priority for the establishment of this memorial? Explain how you see it happening.

General **Adams**. First we would have to decide upon the general scope of the memorial to include an estimate of funds needed. Next, we would select a site, and obtain the necessary approvals. Then we would have to determine the design and obtain the necessary approvals for it. Finally, we would have to raise the requisite funds. Solicitation of funds would commence with enactment of the basic legislation for the memorial. This is what is being done for the Korean War Veterans Memorial and it seems to be working. The major difficulty in projects of this nature is raisng the necessary funds.

Mr. **Staggers**. Thank you, Mr. Adams. I want to thank the whole panel. There may be additional questions that we would submit in writing that we would ask you to answer.

Mr. Parker will be recognized now for 5 minutes.

Mr. **Parker**. Thank you, Mr. Chairman.

Dr. Phipps, where did you get the figure of $5,000 for the average cost of a funeral?

Dr. **Phipps**. That figure comes from Ernest Morgan's 1988 book "Dealing Creatively With Death", page 46. That figure includes not only what is usually called the mortician's charge but also the cemetery charges. The mortician's average charge in the latest issue of the National Funeral Directors Association's Journal comes to about $3,800.

Mr. **Parker**. That's on the average throughout the country, and it includes the urban areas. I think the distinction needs to be made that we're talking about running out of land for burial. We do have a lack of space in urban areas. In rural areas, we do not. There is really no problem as far as land for burial in the rural parts of this country. I think it is something that people overlook sometimes, because most of the time the emphasis is put in the urban areas. I agree that there is going to be more cremation in the future, more and more cremation.

From the tone of your testimony, you give the impression that everyone should be cremated. Do you feel this way?

Dr. **Phipps**. That's not my position. I am certainly an advocate for cremation, but in my own State, only 2 percent are cremated, so it is unusual in West Virginia to find cremation. However, land scarcity doesn't always make such a difference. Nevada, which leads the Nation in having 56 percent cremated now, certainly has plenty of land.

Mr. **Parker**. You have to understand that in Nevada, too, all the population is in two towns. You know, nobody else wants to live anywhere else. That's also why we're looking at a nuclear repository in Nevada, too.

[Laughter.]

There are a lot of factors to consider.

I am a strong, strong advocate of alternatives. I believe that everyone should have an alternative. You see, trying to put this in perspective, if I took the train of thought of saying well, I think people make a mistake by not having cremation, then 2 weeks ago the family of family of Claude Pepper and the Congress itself made a mistake in how we handled his service in the Rotunda. Symbolism is very important. The military understands just how important symbolism is, probably more so than anyone else. And because of that, I think in discussing this legislation we have to make sure that the symbolism remains intact.

When you talk about dignity, that is symbolic, as symbolic as anything that we have. Especially in the military, especially in Arlington Cemetery, which is a very special place to every American, we have to make sure that it is handled correctly. That is one reason that I feel strongly we should have alternatives. But, Mr. Doyle, I feel also that we should retain that dignity and the tradition that we have always had.

I do not feel that we made a mistake with Senator Pepper. I feel that the symbolism of the service in the Rotunda, with the casketed body in the Rotunda, as we have done with many Presidents, is a very important part of our history.

The same way with President Eisenhower. I remember reading that he said "When I die, I want you to put me in a GI casket." There really wasn't such a thing as a GI casket. But I had a lot of veterans come to me, whenever someone would die in their family, or whenever they were arranging their own funeral, they would say I want a casket like President Eisenhower had. I want a GI casket. That's important. We also spent $2.5 million on his funeral, and the reason we did was because of the symbolism. I don't think we can diminish the importance of that in any way.

Thank you very much, Mr. Chairman.

Mr. DOYLE. Congressman, if I may, I totally agree with that thought. It was with that idea in mind that I mentioned the Army believes this can be done with the appropriate honor, with the appropriate dignity. We would envision the same kind of ceremony for everyone who would choose to be buried in this way, the same as we would have for a normal ground interment. It can work using that as our guiding criteria, under terms that are dignified and have the appropriate measure of honor for those that are buried there.

Mr. PARKER. Mr. Doyle, I appreciate your saying that. Thank you.

Mr. STAGGERS. Mr. Doyle, what about Dr. Phipps' suggestion about the individual plaques with flag holders? Is that a doable type of suggestion?

Mr. DOYLE. Yes, sir. In fact, we have worked with Congressman Bennett to provide him with some ideas on how that might be done. We would currently envision the construction of a wall on which those plaques would be located, something that is not ostentatious by any stretch of the imagination, but does identify the individuals who have chosen the form of burial that we're discussing this morning and is highly dignified.

Mr. STAGGERS. On Memorial Day or Veterans Day, if I was going to the cemetery with some flowers, can you envision where I would be placing those? Would there be an appropriate place?

Mr. DOYLE. We provided to Congressman Bennett some rough sketches of how this might look. I believe he has attached a couple of those sketches as addenda to his testimony. Essentially, what we would envision is, in addition to the wall, we would also have a sitting area, a mediation area, if you would. Someone coming to bring flowers would have the option, it would seem to me, to put the flowers at the wall, as so often happens with the Vietnam Memorial, or perhaps in the middle of the burial area, if that suited them.

Mr. STAGGERS. You mentioned some things you provided to Mr. Bennett. I would appreciate it if you could provide the same information to the committee, since we will be working on this bill.

Mr. DOYLE. Absolutely, Mr. Chairman.

Mr. STAGGERS. I thank the panel for their time and efforts.

Mr. Parker.

Mr. PARKER. Mr. Chairman, just one thing. Mr. Bennett this morning said we would run out of burial space by the year 2000. I have read also we would run out in 2020. I think 2020 is the more accurate figure.

I think what needs to be considered in this entire scenario, what we're talking about, let's say in the year 2020 we run out of burial space, we're not going to have any other. There is not going to be anything else there. The only way that we're going to have any type of interment or any type of burial would be either this type of facility or a columbarium. Those are the only two things we're going to have available. So I think we need to plan now for that time, because it's going to happen and in the year 2020 we're going to be in a situation where the only way that someone that has died can be laid to rest in Arlington is going to be cremation, and it's going to be in either a columbarium or the type of facility we're talking about. So I think that point needs to be made. We need to plan for the future on this thing.

Mr. STAGGERS. If the gentleman would yield, maybe that's why Congressman Bennett is worried about this, because I'm sure he's planning on living another 80 years.

Mr. PARKER. He's a long way from leaving us.

Mr. STAGGERS. I thank the gentleman, and I want to thank the panel again.

Our next panel will be made up of Paul Breuer, Frank DeGeorge, Richard Johnson and James Magill, if they would come forward.

Mr. Breuer, if you would start us off, we would appreciate it.

STATEMENTS OF PAUL J. BREUER, ASSOCIATE NATIONAL LEGISLATIVE DIRECTOR, DISABLED AMERICAN VETERANS; FRANK R. DEGEORGE, ASSOCIATE LEGISLATIVE DIRECTOR, PARALYZED VETERANS OF AMERICA; RICHARD W. JOHNSON, JR., DIRECTOR OF LEGISLATIVE AFFAIRS, NON COMMISSIONED OFFICERS ASSOCIATION OF THE UNITED STATES OF AMERICA; AND JAMES N. MAGILL, DIRECTOR, NATIONAL LEGISLATIVE SERVICE, VETERANS OF FOREIGN WARS OF THE UNITED STATES

STATEMENT OF PAUL J. BREUER

Mr. BREUER. Thank you very much, Mr. Chairman. On behalf of the DAV and our 1.2 million members, including those of our Ladies Auxiliary, I wish to thank you and the members of the subcommittee for the opportunity to express our views on the provisions of H.R. 537, a bill to recognize the service of World War II veterans through the establishment of a memorial and museum, and H.R. 88, a bill that would establish an area within Arlington National Cemetery for the common burial of uncasketed cremated remains.

Mr. Chairman, the membership of the DAV has adopted a resolution at our August, 1988 National Convention to support the creation of a memorial and museum to commemorate the United States participation in World War II and to honor World War II veterans. As I'm sure you are aware, there does not exist a national memorial in Washington, D.C. where the enormous contributions and human sacrifices of our Nation's World War II veterans can be appreciated, nor a museum where the developments of that era can be studied by the young people of today and future generations.

We commend the Honorable Marcy Kaptur for introducing this legislation, Mr. Chairman, and we are pleased to register the support of the DAV for this worthy objective.

With respect to H.R. 88, introduced by Mr. Bennett, our membership has not expressed a position for or against this measure. Accordingly, DAV respectfully declines to take a position of either support or opposition. However, I would like to make a couple of observations.

H.R. 88, as has been brought out during these proceedings, will require the commingling of cremated remains and a common burial site at Arlington National Cemetery, which is a departure from current policy. Mr. Chairman, we are not certain that the veterans community or the American public will come to readily accept this policy change as a dignified and aesthetically acceptable burial procedure for members of the veterans community at Arlington National Cemetery.

In addition, Mr. Chairman, we would observe that commingling of remains at a common burial site at Arlington may be viewed in some councils of government as a public policy solution to the scarcity of available gravesites in our national cemetery system, which is viewed with serious concern by our membership.

For these reasons, we respectfully urge the subcommittee members to cautiously and carefully consider the long-term implications of H.R. 88 on our Nation's veteran community.

That concludes my oral comments, Mr. Chairman. I would be happy to respond to your questions.

[The prepared statement of Paul J. Breuer appears at p. 70.]

Mr. STAGGERS. Thank you.

Mr. DeGeorge.

STATEMENT OF FRANK R. DEGEORGE

Mr. DEGEORGE. Mr. Chairman, the Paralyzed Veterans of America appreciates this opportunity to express our views and opinions regarding H.R. 88 and H.R. 537, respectively introduced by Representative Charles E. Bennett and Representative Marcy Kaptur. Representatives Bennett, Kaptur, and bipartisan cosponsors of these two measures are respected for their continuing interest and support of veterans programs.

Mr. Chairman, on April 13, 1989, your subcommittee conducted an oversight hearing, in which PVA testified, for the purpose of examining cost-effective methods to provide maintenance improvements, existing workloads, and future expansion plans for either or both the Arlington National Cemetery and the Department of Veterans' Affairs national cemetery system. We believe today's hearing on H.R. 88 is an extension of your efforts to ensure thorough consideration of those proposals that may provide the potential for enhancing mutually beneficial access to the cemetery systems.

PVA understands the intent of H.R. 88 to be rigidly specific in its requirements. Organizationally, we believe that a similar objective can be obtained and that there are other principles involved that warrant further elaboration which may provide justification for amendments and the secure passage of H.R. 88. PVA supports the passage of H.R. 88, if amended.

The Nation's commitment to the veteran provides for more than the unmarked interment, the commingling of the ashes of cremated remains, and the surrounding reminder connotations it presents. Recognition of the veteran's service to country must and can be preserved. We recommend that certain dignity be maintained by placing the cremated remains in the proper uniform container and committed to the earth in an environmentally accepted manner.

I might elaborate, that placing the remains in a container is not meant to be placed in a single plot area but a stacking provision provided or examined to utilize the space.

In addition, the designed site, or memorial park garden, as we term it, must include the significant placement of an appropriate honor roll registry, where inscriptions of names on a marble stone wall may not be necessary, identifying those individuals who are laid to rest in the memorial park garden area. The same regulations and eligibility for interment of cremated remains in the Arlington Columbarium would apply for those who choose to be placed in the memorial park garden.

Due to the fact that land acquisition for future cemetery use is becoming more and more difficult and costly to obtain, it is further recommended that every DVA national cemetery should also be scrutinized for space availability for the potential inclusion of similar memorial park gardens. The closed cemeteries should also be examined as an additional alternative to burial.

Finally, it is emphasized that, in our estimation, the concept of appropriate designed memorial park gardens must not be overlooked. Moreover, it is a cost effective and respectable approach that may be less costly than the construction of columbaria.

As regards H.R. 537, Mr. Chairman, PVA supports passage of this bill, which provides for the establishment of a memorial in Washington, D.C. to honor members of the Armed Forces who served in World War II and to commemorate the United States' participation in that war.

We want to take this opportunity once again to express our appreciation to Representative Marcy Kaptur and the significant number of bipartisan cosponsors for their diligent efforts to reintroduce this important legislation. We also want to thank Representative Kaptur for her excellent service to veterans as the former chair of this subcommittee.

Mr. Chairman, we previously stated our support and concerns for the legislation which was similar to the intent of H.R. 537 being discussed here today. PVA strongly endorses the intent of this legislation and we want to comment on several provisions contained in it.

First, H.R. 537, section 2, establishes a World War II Memorial Advisory Board. It is gratifying to PVA that members of the Board shall include representatives of veterans organizations and, as we previously recommended, comprised of no more than 15 members. We are also pleased to note that the Board will be made aware of the law that ensures physical accessibility and accommodations to public buildings which include national monuments visited and used by the public. In this regard, PVA continues to offer our services when this legislation is enacted into law.

Mr. Chairman, that concludes my statement. Again, thank you very much.

[The prepared statement of Frank R. DeGeorge appears at p. 73.]

Mr. STAGGERS. Thank you.

Mr. Johnson.

STATEMENT OF RICHARD W. JOHNSON, JR.

Mr. JOHNSON. Thank you, Mr. Chairman, and we thank you for the opportunity to participate in these hearings this morning. Certainly we appreciate the fervor of the sponsors of the measures under consideration. Mr. Bennett is an excellent proponent of his bill. It is an unusual and unique idea which Mr. Bennett proposes.

Inasmuch as the land proposed for the use as a greensward or a memorial garden is not otherwise suitable to the interment of casketed remains, and as long as interment therein remains voluntary, NCOA has no objection to the passage of H.R. 88.

Miss Kaptur is an equally energetic sponsor and supporter of her bill for a memorial and museum. In our prepared statement, we strongly support the memorial, as we have in the past. We also ask for reconsideration of the museum issue, believing somewhat like the Army does, that it is duplicative. Certainly World War II had a substantial impact on the United States, but so does each conflict in which this Nation has committed service members. If public funds or, indeed, if the public undertakes to build such a museum with private funds, we believe that it should be dedicated to the service of all those who have sacrificed on behalf of this Nation.

The impact of the smaller conflicts that this country has engaged in certainly may not have had the world-turning effect of World War II, but they certainly have changed the course of history and deserve commemoration also.

More immediately, having been provided a draft of Miss Kaptur's new bill, we are willing to withdraw our objection with regard to the museum and support the passage of her new bill. However, we would like to see greater emphasis placed on private funding versus public funding for the memorial project.

That concludes my statement, Mr. Chairman.

[The prepared statement of Richard W. Johnson appears at p. 79.]

Mr. STAGGERS. Mr. Magill.

STATEMENT OF JAMES N. MAGILL

Mr. MAGILL. Thank you, sir, for the opportunity to present the views of the Veterans of Foreign Wars with the legislation before us today. As we know, H.R. 88, introduced by Mr. Bennett, would direct the Secretary of the Army to set aside an appropriate area within Arlington National Cemetery for the unmarked burial of cremated remains.

It is our understanding, and it has also been mentioned, that this land in question would not lend itself to the casketed burials. Inasmuch as this is the case, the VFW does not object to the enactment of H.R. 88.

Also in your letter of invitation we were asked to comment on a proposal offered by Congresswoman Marcy Kaptur that would provide for the establishment of a memorial to honor members of the Armed Forces who served in World War II.

As we heard today, there is no one single monument that expresses the contributions of freedom made by those 16 million Americans of World War II. The VFW commends Miss Kaptur for sponsoring this legislation and we strongly support its enactment.

This concludes my statement. I will be happy to respond to any questions you may have.

[The prepared statement of James N. Magill appears at p. 81.]

Mr. STAGGERS. I thank the gentleman.

Since the gentleman from Indiana was busy discussing issues with a constituent during the last questioning round, I am going to let him proceed first. The gentleman from Indiana is recognized.

Mr. BURTON. Thank you, Mr. Chairman.

Mr. Johnson, you indicated in your remarks that it might be a good idea—at least this is the way I interpret them—to combine the various conflicts into one museum; am I correct in that?

Mr. JOHNSON. That would be the concept that we would support over having a museum exclusively for——

Mr. BURTON. I think that has a lot of merit. Just off the top of my head, I wonder if maybe the various service organizations might look into this as a possible amendment to Miss Kaptur's bill. It might be easier to get private funds and it might be easier to get public support for a combined museum involving all of the conflicts in which the United States has been involved, and have a say, a section for the Revolutionary War, a section for the Civil War, a section for World War I, World War II, Korea, Vietnam and so forth. That way, rather than going from museum to museum to museum to see what happened in the various conflicts, people could go from one section to another of a museum large enough to be comprehensive, and see what happened. They could actually track the various military conflicts, and see what led up to them. They could get a sense of history and maybe get a better education than just having one museum for each conflict.

So I think your suggestion is a very valid one. If there is support from the various service organizations for this concept, I believe it would be easier to garner private funds for the construction of a project and we might be able to get the votes necessary to really build a nice one here in the Nation's capital. So I submit to you it might be a good idea, and if you folks think that's an important idea, to talk it over and maybe make that kind of suggestion to the committee.

Thank you.

Mr. STAGGERS. Mr. Parker.

Mr. PARKER. Mr. Breuer, you made the statement—and correct me if I'm wrong—your organization opposes the legislation?

Mr. BREUER. Opposes what, sir?

Mr. PARKER. Opposes the legislation as far as the area set aside for cremains.

Mr. BREUER. That's not correct. We do not oppose it, nor do we support it, since we do not have a mandate from our membership to do either. The concerns I raised had to do with commingling of veterans' remains as an acceptable practice for burial of veterans and their dependents in our national cemetery system, and the implications of that policy for our system nationwide were that to be accepted at Arlington National Cemetery.

Mr. PARKER. Now, if you had an area for a columbarium, which would not be commingled cremains, and you had an area for commingled cremains, where you had a choice of those two, would that take away any reservations that your organization has?

Mr. **Breuer**. I apologize, Mr. Parker. I'm not sure I understand your question. If they had a columbarium——

Mr. **Parker**. A columbarium where you had individual niches for cremains—

Mr. **Breuer**. As they have now.

Mr. **Parker** (continuing). As they have now, and you had an area—Let's say we were out of grave spaces and we could not have any more earth burials, and you had a columbarium for individualized niches, you had an area for commingled ashes for those who wanted that, would that remove any objection that your organization would have?

Mr. **Breuer**. It may very well remove some objections of our membership. But once again, Mr. Parker, with all due respect, we don't feel this has been widely publicized. That's not to in any way reflect on the validity of the proposal or the utility of the proposal itself, but it has not been widely publicized. Our membership has not expressed any type of interest, or let's say they have not expressed a position on this type of change in burial procedures at Arlington National Cemetery.

Mr. **Parker**. Knowing full well that it would not be something that people would have to do, but it would be something offered to them if they so wished.

Okay. I want to publicly for the record state that I support the private funding mechanism for the museum, because I think that is the way we need to go. With the type of budget problems that we've got and getting money that we need for veterans, for medical care and that type of thing, I think the private sector and going to the public as far as donations and funding a museum in that way is much more acceptable than trying to get it through public funds, as far as the Federal Government. So I just wanted to state that for the record. Thank you very much.

Thank you, Mr. Chairman.

Mr. **Staggers**. Let me throw two questions out to the whole panel and whoever wants to answer, that's fine.

How do you all feel about the revised version of the bill that Miss Kaptur has? I know you all support pretty much generally the World War II museum and memorial, but what about the revised bill?

Mr. **Johnson**. We're more amenable to the revised bill as an association than to the original bill. As I stated earlier, we would prefer as an organization to see the concept of the museum expanded to include all conflicts. That way we don't leave out the little things, like Grenada, the little things like Ko Tang Island, the little things like Cuba, which have affected us probably as much in some respects as World War II did. At the same time, we would like to see private funding. Certainly we have no objection to the public donation of land or public donation of staff or support to either project, and certainly there will be public support for donations to the museum. If one is eventually created, the Smithsonian would be a natural source of many of the things we would want, and the military another natural source. But we would rather see a private funding mechanism as the primary source of financing the operation.

Mr. Breuer. Let me just comment, if I may, since you addressed it to all of us, Mr. Chairman. In view of the fact there is obviously some limitations on Federal resources as far as the creation of a memorial and museum, we certainly are supportive of Miss Kaptur's revised legislation to have simply a memorial only, with a sense of Congress to develop a recognition by our museums and so forth to commemorate the 50th anniversary of World War II as expressed in that legislation.

Mr. DeGeorge. Mr. Chairman, the one concern that PVA has, as stated by Mr. Johnson, is that there is some concern about the funding. We believe the World War II project should receive the similar funding that was provided to the Korean War Veterans Memorial, start-up funding by the Government, at least that. At the same time, we would expect the approach to private funding to support it otherwise.

Mr. Magill. The Veterans of Foreign Wars agrees with that. We feel that the funding mechanism for the Korean War Memorial worked and we cannot see going into a new arena there.

Mr. Staggers. With regards to H.R. 88, have any of you contacted your membership in this regard, and what, in your opinion, would be the public reaction, even if it is voluntary and not a mandatory type of thing? Do you think there would be an adverse public reaction?

Mr. Magill. We have not contacted our membership, and I might add, nor have I received any comments from our membership on this proposal. I think we have to agree that the disposal of remains of a loved one is an extremely personal choice. I think that if it would be acceptable to a family, it should be made available. However, we would not like to see this made a precedent for the future burials. When we do have problems with space, we certainly do support the columbarium aspect.

As far as the need for it, it's hard to say, sir. I just don't know. As I said before, we have not had any comments on it.

Mr. DeGeorge. The PVA has not contacted its membership. They are not aware of the bill. But as the rank and file in the organization, we are very much concerned about commingling of cremated remains as being—it is really a matter of choice, but we don't see it as dignifying the veterans' service in honoring him or her like they should be. That is a major concern.

Mr. Breuer. Mr. Chairman, the DAV has not, like my colleagues, I suppose, we have not contacted our membership directly with respect to the proposals outlined in H.R. 88 for their reaction. Once again, it has not been widely publicized in our view, so quite frankly, we are unable to gauge it. I think it would be rather difficult for us to try and gauge at this juncture their reaction to the proposal of commingled remains at Arlington National Cemetery.

Mr. Johnson. We haven't conducted any kind of a poll, either, Mr. Chairman. It's kind of a "pull the plug" issue. What time do you disconnect the respirator. You're going to get the same kind of division on this issue as you do on that issue. But as long as it remains voluntary, we don't see a problem.

I do share personally Mr. Breuer's concern, that I would hate to see Congress rely on this as an alternative to future cemetery construction or acquisition of suitable sites for additional cemeteries.

But I don't think this idea is going to be so popular as to portend that for the future.

Mr. STAGGERS. As long as you all are doing your jobs, we won't use that as an alternative.

I want to thank you all for your time and being with us today. I appreciate your testimony. As I said to an earlier panel, there may be additional written questions.

Mr. JOHNSON. Thank you, Mr. Chairman.

Mr. STAGGERS. Thank you all. The subcommittee is adjourned.

[Whereupon, at 11:00 a.m., the subcommittee adjourned.]

APPENDIX

101st CONGRESS
1st Session

H. R. 88

I

To direct the Secretary of the Army to set aside an appropriate area within Arlington National Cemetery for the unmarked burial of cremated remains.

IN THE HOUSE OF REPRESENTATIVES

January 3, 1989

Mr. Bennett (for himself, Mr. Chapman, Mr. Miller of California, Mr. de Lugo, Mr. Atkins, Mr. Lewis of Florida, Mr. McCurdy, Mr. Sisisky, Mr. Dornan of California, Mr. Espy, Mr. Bilirakis, Mr. Brown of California, Mr. Horton, Mr. Grant, and Mr. Young of Florida) introduced the following bill; which was referred to the Committee on Veterans' Affairs

---

A BILL

To direct the Secretary of the Army to set aside an appropriate area within Arlington National Cemetery for the unmarked burial of cremated remains.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. BURIAL OF CREMATED REMAINS IN ARLINGTON NATIONAL GALLERY.

(a) In General.—Chapter 24 of title 38, United States Code, is amended by adding at the end the following new section:

"§ 1010. Burial of cremated remains in Arlington National Cemetery

"(a) The Secretary of the Army shall designate an area of appropriate size within Arlington National Cemetery, not suitable for the burial of casketed remains, for the unmarked interment of the ashes of persons eligible for interment in Arlington National Cemetery whose remains were cremated, in accordance with such regulations as the Secretary may prescribe.

"(b) The Secretary of the military departments shall make available appropriate forms on which those members of the Armed Forces who so desire may indicate their desire to be buried within the area to be designated under subsection (a).".

(b) CLERICAL AMENDMENT.—The table of sections at the beginning of such chapter is amended by adding at the end the following new item:

"1010. Burial of cremated remains in Arlington National Cemetery.".

○

I

101st CONGRESS
1st Session

H. R. 537

To provide for the establishment of a memorial and museum on Federal land within the District of Columbia to honor members of the Armed Forces who served in World War II and to commemorate the United States' participation in that conflict.

IN THE HOUSE OF REPRESENTATIVES

JANUARY 19, 1989

Ms. KAPTUR (for herself, Mr. MONTGOMERY, Mr. STOKES, Mr. ACKERMAN, Mr. BROWN of California, Mr. BENNETT, Mr. HAMMERSCHMIDT, Mr. CLINGER, Mr. BOUCHER, Mrs. BENTLEY, Mr. MOAKLEY, Mr. YATRON, Mr. ORTIZ, Mr. WOLPE, Mrs. MEYERS of Kansas, Mr. DE LA GARZA, Mr. HUCKABY, Mr. MARTINEZ, Mr. FROST, Mrs. ROUKEMA, Mrs. VUCANOVICH, Mr. ATKINS, Mr. SAXTON, Mr. SMITH of Florida, Mr. HUGHES, Mrs. COLLINS, Mr. HARRIS, Mr. BONIOR, Mr. FUSTER, Mr. MCCLOSKEY, Mr. ROE, Mr. COSTELLO, Mr. SCHUETTE, Mr. DE LUGO, Mr. ROWLAND of Connecticut, Mr. ANDREWS, Mr. HORTON, Mr. CLARKE, Mr. YOUNG of Florida, Mr. TORRES, Mr. FLORIO, Mr. STENHOLM, Mr. HEFNER, Mr. FASCELL, Mr. FAZIO, Mr. BEVILL, Mr. OWENS of New York, Mr. RAHALL, Mr. RAY, Mr. EVANS, Mr. LEHMAN of California, Mr. FORD of Michigan, Mr. WAXMAN, and Mr. LAGOMARSINO) introduced the following bill; which was referred jointly to the Committees on House Administration and Veterans' Affairs

---

A BILL

To provide for the establishment of a memorial and museum on Federal land within the District of Columbia to honor members of the Armed Forces who served in World War II and to commemorate the United States' participation in that conflict.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. AUTHORIZATION FOR ESTABLISHMENT OF WORLD WAR II MEMORIAL AND MUSEUM.

(a) ESTABLISHMENT OF WORLD WAR II MEMORIAL AND MUSEUM.—The American Battle Monuments Commission shall establish a memorial and museum on Federal land in the District of Columbia or its environs to honor members of the Armed Forces who served in World War II and to commemorate the United States' participation in that conflict.

(b) RESPONSIBILITIES OF THE COMMISSION.—(1) The Commission shall plan, design, construct, and oversee the operation of the memorial and museum.

(2) The plan, design, construction, and operation of the memorial and museum shall provide for accessibility by, and accommodations for, the physically handicapped.

SEC. 2. ESTABLISHMENT OF WORLD WAR II MEMORIAL AND MUSEUM ADVISORY BOARD.

(a) ESTABLISHMENT OF BOARD.—There is hereby established a World War II Memorial and Museum Advisory Board.

(b) MEMBERSHIP OF BOARD.—(1) The Board shall consist of at least 9, but not more than 15, members appointed by the President.

(2) The members of the Board shall include a representative of the Smithsonian Institution and representatives of World War II veterans, World War II historians, and American historical associations and other organizations knowledgeable about World War II.

(3) All appointments under this subsection shall be made within 120 calendar days of the date of the enactment of this Act.

(c) TERMS OF MEMBERSHIP ON BOARD.—(1) Members of the Board shall serve a term of three years, except that the first members appointed to the Board shall be appointed for terms of one to three years as determined appropriate by the President to assure continuity on the Board at times when new members are appointed to the Board.

(2) Any member appointed to fill a vacancy arising on the Board shall serve until the expiration of the term of the member who left the Board and created the vacancy.

(d) OFFICERS OF THE BOARD.—The Chairperson and Vice Chairperson of the Board shall be appointed by the President from among the members of the Board.

(e) RESPONSIBILITIES OF BOARD.—The Board shall—

(1) promote establishment of the memorial and museum mandated under section 1(a) and encourage donation of private funds for the construction and maintenance of the memorial and museum;

(2) recommend the site and select the design for the memorial and museum, subject to the approval of the Commission and in accordance with section 7 of Public Law 99-652 (40 U.S.C. 1007; 100 Stat. 3652); and

(3) transmit an annual report to the Congress concerning the activities carried out by the Board in the year for which the report is made, with the first such report to be made no later than 15 months after the date on which all the members of the Board have been appointed under subsection (b).

SEC. 3. FEDERAL AND PRIVATE FUNDING.

(a) PRIVATE FUNDING.—For the purpose of establishing and maintaining the memorial and museum mandated under section 1(a), the Commission may solicit and accept private contributions and shall deposit such contributions in the fund established by subsection (b).

(b) FUND.—(1) There is hereby established in the Treasury a fund which shall be available to the American Battle Monuments Commission only for carrying out this Act. The fund shall consist of—

(A) amounts deposited into, and interest and proceeds credited to, the fund under paragraph (2); and

(B) obligations obtained under paragraph (3).

(2) The Chairman of the Commission shall deposit into the fund the amounts that are accepted under subsection (a). The Secretary of the Treasury shall credit to the fund the interest on, and the proceeds from sale or redemption of, obligations held in the fund.

(3) The Secretary of the Treasury shall invest any portion of the fund that, as determined by the Chairman of the Commission, is not required to meet current expenses. Each investment shall be made in an interest bearing obligation of the United States or an obligation guaranteed as to principal and interest by the United States that, as determined by the Chairman of the Commission, has a maturity suitable for the fund.

(4) Amounts in the fund that are in excess of the costs of carrying out this Act, as determined by the Chairman of the Commission, shall be deposited in the Treasury as miscellaneous receipts to reimburse the United States for funds appropriated pursuant to subsection (c).

(c) AUTHORIZATION FOR FEDERAL FUNDING.—There are authorized to be appropriated such funds as are necessary, in addition to private funds solicited under subsection (a)—

(1) for site preparation, design, planning, and associated administrative costs for the establishment of

the memorial and museum mandated under section 1(a), and

(2) for construction, maintenance, and operation of the memorial and museum.

SEC. 4. FEDERAL ASSISTANCE AND AUTHORITY TO PURCHASE LAND.

(a) ASSISTANCE IN PERFORMANCE OF FUNCTIONS.—The Secretary of the Smithsonian Institution, the Library of Congress, and all executive branch departments, agencies, and establishments of the United States may assist the Commission in the performance of its functions under this Act.

(b) REAL PROPERTY.—For the purpose of establishing the memorial and museum mandated under section 1(a)—

(1) any department, agency, or instrumentality of the United States may transfer to the administrative jurisdiction of the Commission any real property in the District of Columbia or its environs which is under the administrative jurisdiction of such department, agency, or instrumentality, and

(2) the Commission may purchase, with the consent of the owner thereof, any real property within the District of Columbia or its environs.

○

STATEMENT OF THE HONORABLE DAN BURTON
COMMITTEE ON VETERANS AFFAIRS
SUBCOMMITTEE ON HOUSING AND MEMORIAL AFFAIRS
JUNE 15, 1989

THANK YOU VERY MUCH, MR. CHAIRMAN. WE MEET TODAY TO CONSIDER TWO MEASURES OF GREAT INTEREST TO OUR NATION'S VETERANS. H.R. 88 WOULD PROVIDE FOR VETERANS TO BE ABLE TO HAVE THEIR CREMATED REMAINS AT ARLINGTON NATIONAL CEMETERY. I JOIN THE DISTINGUISHED CHAIRMAN IN COMMENDING OUR COLLEAGUE, MR. BENNETT FOR HIS CONCERN AND INITIATIVE ON BEHALF OF OUR VETERANS.

THE NEXT BILL WE ARE HERE TO DISCUSS, H.R. 537, IS ONE THAT IS DEAR TO MY HEART. IT PROVIDES FOR THE ESTABLISHMENT OF A W.W.II MEMORIAL. I AM PLEASED TO SEE THE DRIVING FORCE BEHIND THAT BILL, AND MY FORMER CHAIRWOMAN, MARCY KAPTUR, HERE TODAY.

A YEAR AGO, WE WENT TO NORMANDY TOGETHER, ALONG WITH SEVERAL OTHER OF OUR COLLEAGUES, TO HELP DEDICATE THE NORMANDY MUSEUM OF PEACE. I UNDERSTAND THAT THE ORIGINAL CONCEPT OF A MUSEUM AND A MEMORIAL HERE IN OUR NATION'S CAPITAL HAS BEEN CURTAILED, AND THAT OUR LEGISLATION WILL PROVIDE FOR A MEMORIAL ONLY. I THINK THAT IS UNFORTUNATE BECAUSE THE LESSONS OF W.W.II ARE SO IMPORTANT FOR OUR YOUTH. NEVERTHELESS, IF WE PUSH FORWARD FOR A W.W.II MEMORIAL, WE CAN HOPEFULLY FIND A WAY TO EMBODY THOSE LESSONS IN A MONUMENT.

AT NORMANDY, WE SAW ROWS UPON ROWS OF GRAVE MARKERS--CROSSES AND STARS OF DAVID. THEY STAND AS MUTE, BUT ELOQUENT TRIBUTE TO THE MEN WHO GAVE THEIR LIVES TO PRESERVE OUR FREEDOM. NO ONE WHO SEES THAT SIGHT AND THINKS OF WHAT HAPPENED AT NORMANDY--OR IWO JIMA, OR MERMELDY--CAN FAIL TO BE MOVED. FOR WORLD WAR II WAS THE PIVOTAL EVENT OF OUR CENTURY. WE NEED TO REMEMBER THE BRAVE MEN WHO DIED, AND THE LESSON OF WHY THEY FOUGHT: TYRANNY UNCHALLENGED IS TYRANNY TRIUMPHANT. AS THE "VOICE OF AMERICA" SAID IT, JUST THIS PAST MEMORIAL DAY:" AMERICANS KNOW THAT THEIR FREEDOM, SECURED WITH THE LIVES OF HUNDREDS OF THOUSANDS AND THE BLOOD OF MILLIONS, IS FRAGILE, AND THAT THE SUREST WAY TO LOSE THEIR FREEDOM IS TO FORGET THOSE WHO HAVE MADE THE ULTIMATE SACRIFICE."

FIVE YEARS AGO AT NORMANDY BEACH, PRESIDENT REAGAN EXPRESSED IT THIS WAY:"

WE WILL ALWAYS REMEMBER.
WE WILL ALWAYS BE PROUD.
WE WILL ALWAYS BE PREPARED,
SO THAT WE MAY BE ALWAYS FREE"

PREPARED STATEMENT OF HON. MIKE PARKER

THANK YOU MISTER CHAIRMAN, I ALSO WANT TO THANK MS. KAPTUR AND MR. BENNETT AND THE REPRESENTATIVES OF THE VETERANS GROUPS WHO HAVE MADE THE EFFORT TO APPEAR BEFORE US TODAY.

THERE ARE MANY ASPECTS OF VETERANS AFFAIRS THAT WE DEAL WITH DAILY. HOUSING, EDUCATION AND HEALTH CARE ARE ALL AREAS IN WHICH WE TRY TO PROVIDE SERVICE FOR OUR NATION'S VETERANS. MOST PEOPLE ARE FAMILIAR WITH THE SERVICES WE PROVIDE IN THESE AREAS

HOWEVER, BOTH OF THE BILLS WE ARE CONSIDERING TODAY DEAL WITH ONE ASPECT OF VETERANS CONCERNS THAT MANY PEOPLE FORGET. THEY DEAL WITH WHAT WE CAN DO FOR THE VETERAN AFTER HE OR SHE IS GONE.

OUR OBLIGATION TO AMERICA'S VETERANS DOES NOT END AT DEATH. VETERANS DEPEND ON US TO LOOK OUT FOR THEIR INTERESTS IN LIFE AND IN DEATH. WE MUST ENSURE THAT OUR VETERANS ARE CARED FOR IN A DIGNIFIED AND RESPECTFUL MANNER AND THAT THIS NATION DOES NOT FORGET THE SACRIFICE THAT THEY HAVE MADE WHEN WE CALLED.

I THINK THAT THESE BILLS UNDER CONSIDERATION TODAY ARE AN HONEST EFFORT TO PROVIDE THAT KIND OF SERVICE.

THANK YOU MISTER CHAIRMAN.

Statement by the Honorable Charles E. Bennett
Before the Subcommittee on Veterans Affairs
Hearing on H.R. 88
June 15, 1989

Mr. Chairman, thank you for holding this hearing on my bill, H.R. 88. For many years it has been one of my hopes that the Arlington National Cemetery continue to accommodate all veterans that have the right to be buried there. Toward that end, I introduced legislation to authorize the Secretary of the Army to set aside an appropriate area within Arlington National Cemetery for the unmarked burial of cremated remains. Not only will this help preserve the cemetery's natural beauty, but it will also keep it open for many years after all of the burial sites have been exhausted. The Army assisted in perfecting this bill, and endorses it in its present form.

The practice of unmarked burial plots is not a new idea. Many communities throughout the United States as well as Europe have accepted this method of burial. This idea could be the key solution to extending the life of Arlington National Cemetery without having to spend millions of dollars to purchase new land.

My bill:

- would not eliminate any area in Arlington National Cemetery that has been targeted for casketed remains or other cremated remains.

- would enhance and preserve the beauty of the landscape in the Cemetery while serving as a distinguished resting place for our war veterans .

- would prolong the life of the Cemetery. It is anticipated that all in-ground plots will be exhausted by the year 2020 and the Columbarium for cremated remains will be exhausted by 2029. At the present rate burials at the Cemetery occur roughly 18 times a day. If this figure is multiplied by the number of days in the year, excluding Holidays and weekends, the number of projected burials for the year 1989 alone would be approximately 4462. My legislation would allow veterans to be buried there long after the plot space has been exhausted.

The Department of the Army, which oversees the Cemetery, supports my legislation. In fact, it was the Army that took the bill that I had been introducing for many years and honed it into this particular proposal. I submit for the Committee files the correspondence that I have had with the Department along with correspondence that I 've had with the Cemetery Superintendent, Ray Costanzo. He also supports my bill. Surveyors of the Department have already chosen a possible site and have sketches of plans for the proposed area.

My bill is only an authorization to set aside a piece of land to be used for this purpose. It simply allows the Department of Army to take existing land that would otherwise not be used and make it a functional part of the Cemetery.

Veterans would in no way be compelled or asked to be placed in this section of the Cemetery. That is not my intention and it never has been. This is a choice that the veteran and his family would make without outside influence. I acknowledge that initially it may not be greatly utilized, but as years go by, I am sure that its usage will grow.

I have enjoyed substantial bipartisan support on this legislation. In fact, 50 of our colleagues have joined in cosponsoring this worthy legislation, about half of them Republicans, and about half Democrats. Also, three of our colleagues in the Senate have seen this bill and decided to introduce it in the Senate. My senior Senator, Bob Graham, joined by Senator Alan Cranston, the Chairman of the Veterans Affairs Committee, and Senator Frank Murkowski the ranking minority member of that committee, have introduced a companion bill, S. 1141. I submit for the record testimony prepared by the chief sponsor, Senator Graham.

This is a very simple noncontroversial piece of legislation and I believe that it represents the best interests of the veterans of the

United States and also the Cemetery itself. As space in the Cemetery begins to become more scarce there will be very few alternatives for veterans who have earned the right to be buried there. The Cemetery's policy for burials is now very exclusive. I do not seek to change the present policy but this legislation does allow a greater opportunity for veterans to be buried at Arlington. The founders of the Cemetery envisioned all veterans having the opportunity to be buried there in an honorable fashion, and this is at least a step in that direction. This legislation enjoys broad support in both the House and Senate, and I would very much like to see it pass during this Congress. Mr. Chairman, again, I deeply appreciate your subcommittee holding this hearing and hope that the subcommittee will see fit to move toward markup and send this legislation to the floor of the House.

BOB GRAHAM
FLORIDA

United States Senate
WASHINGTON, DC 20510

STATEMENT BY SENATOR GRAHAM OF FLORIDA BEFORE HOUSE SUBCOMMITTEE ON HOUSING AND MEMORIAL AFFAIRS HOUSE VETERANS AFFAIRS COMMITTEE ON BEHALF OF H.R. 88

Mr. Chairman: It is a pleasure to submit testimony on this bill, H.R. 88, which was introduced by my dear friend and colleague, Charlie Bennett, Dean of the Florida Congressional Delegation.

As you may know, I have introduced companion legislation in the Senate, S. 1141. Senate Veterans Affairs Committee Chairman Alan Cranston and Ranking Minority Member Frank Murkowski joined me as original cosponsors of this imminently-sensible legislation.

I call this legislation "imminently sensible" because it will make available the possibility of greatly expanding the capacity of Arlington National Cemetery without the Federal government having to spend millions of dollars in the future to expand the cemetery. Under the Bennett proposal, an attractive greenward-type area would be used for the burial of unmarked cremated remains. Cemetery Superintendent Ray Constanzo has worked with an artist to sketch an appropriate and distinguished area for those Veterans who chose this burial option. This would all be done by using lands not now in use by the Cemetery. That, Mr. Chairman, is imminently sensible.

This obviously isn't the only answer to the impending lack of burial space in Arlington National, but it is an important first step toward expanding the burial capacity of the cemetery. I also point out that many cemeteries throughout the United States have experimented with such "greenwards" with great success.

I commend my friend, Charlie Bennett, for introducing this legislation. As you well know, Charlie has given a lot to this country, not only in his 40 years of service in the House, but also as a war hero in WWII. He was highly decorated for his valor as a guerilla leader in the Phillippines. It is always a joy to work with him on projects. I understand he has been working very hard on this for over a decade, and now finally has the support of the Department of the Army and the Cemetery Superintendent.

Mr. Chairman, I will be working in the Senate for passage of a very similar measure and I appreciate your Committee's consideration of H.R. 88.

DEPARTMENT OF THE ARMY
ARLINGTON NATIONAL CEMETERY
ARLINGTON, VIRGINIA 22211-5003

May 11, 1989

REPLY TO
ATTENTION OF
Office of the Superintendent

Honorable Charles E. Bennett
House of Representatives
Washington, DC 20515

Dear Mr. Bennett:

This responds to your May 2, 1989 letter concerning H.R. 88, and your request for an outline drawing and landscape diagram of the proposed area for accommodating cremated remains.

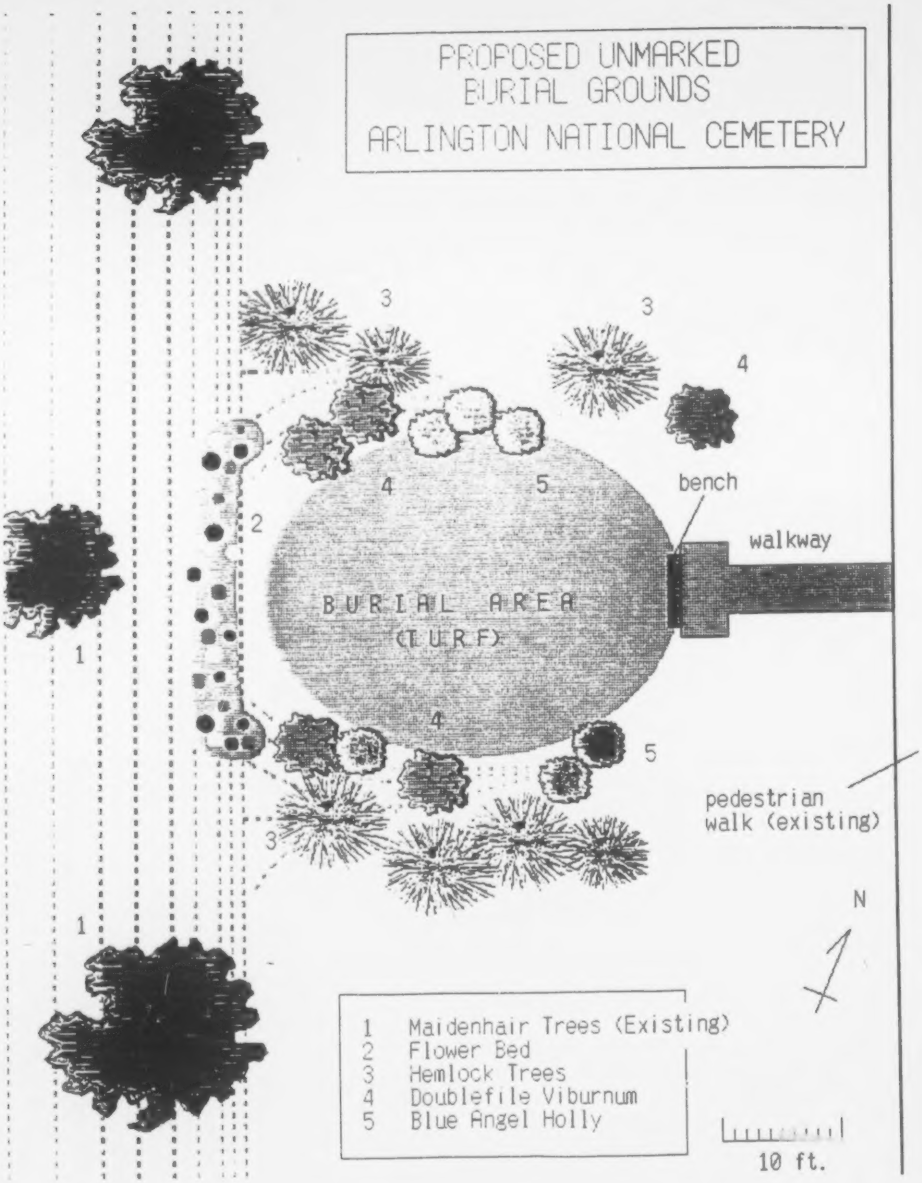
Enclosed is a proposed landscape planting plan which was prepared by the Cemetery Horticulturist. This is a conceptual drawing for planning purposes only. We will, of course, have a professional architect engineer prepare a final plan subsequent to enactment of the necessary enabling legislation.

I am also enclosing a cemetery map on which the proposed cremation area has been indicated. I do hope that this map together with the landscape plan will prove to be beneficial in the upcoming Committee Hearing.

Sincerely,

R. J. Costanzo
Superintendent

Enclosures


PROPOSED UNMARKED
BURIAL GROUNDS
ARLINGTON NATIONAL CEMETERY
3
3
4
4
5
bench
2
walkway
BURIAL AREA
(TURF)
1
4
5
pedestrian walk (existing)
3
1
N
1 Maidenhair Trees (Existing)
2 Flower Bed
3 Hemlock Trees
4 Doublefile Viburnum
5 Blue Angel Holly
10 ft.

DEPARTMENT OF THE ARMY
ARLINGTON NATIONAL CEMETERY
ARLINGTON, VIRGINIA 22211-5003

COPY

October 25, 1988

REPLY TO
ATTENTION OF

Office of the Superintendent

Honorable Charles E. Bennett
House of Representatives
Washington, D.C. 20515

Dear Mr. Bennett:

This is in further reference to my October 3, 1988 letter concerning H.R. 3826, a Bill which you have introduced concerning the disposition of cremated remains in Arlington National Cemetery.

Enclosed is an artist sketch of the site located in Section 27. This of course is only a conceptional drawing and as I also mentioned in my October 3rd letter, we will engage a professional architect/engineer to prepare a final design and landscape plan subsequent to enactment of the necessary enabling legislation.

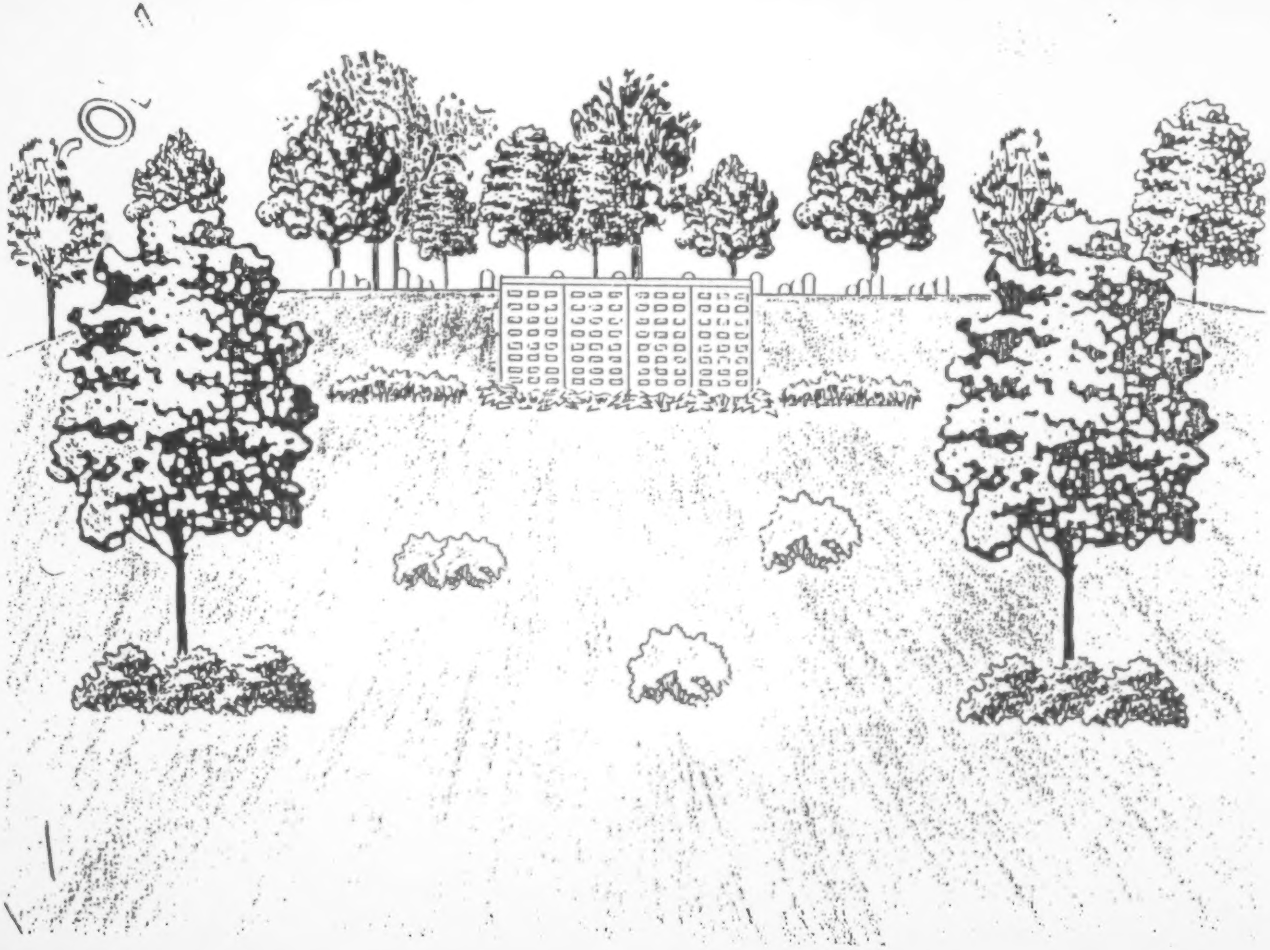
Please feel free to contact me again if I can be of any further assistance.

Sincerely,

R. J. Costanzo

R. J. Costanzo
Superintendent

Enclosure



DEPARTMENT OF THE ARMY
LINGTON NATIONAL CEMETERY
ARLINGTON, VIRGINIA 22211-5003

October 3, 1988

COPY

REPLY TO
ATTENTION OF
Office of the Superintendent

Honorable Charles E. Bennett
House of Representatives
Washington, D.C. 20515

Dear Mr. Bennett:

This is in response to your letter of September 26, 1988 concerning H.R. 3826, a bill which you have introduced concerning the disposition of cremated remains in Arlington National Cemetery.

As I mentioned in my May 31, 1988 letter to you, I support your efforts to establish an area in Arlington for the burial of unmarked cremated remains. I still feel that the area you and I looked at in Section 27 adjacent to the Iwo Jima Memorial is the most suitable site. I also still feel that the erection of a memorial wall in that area is most appropriate.

I do not believe in, nor do I support incorporating the proposed interment area or memorial structure with any of the existing historical sites in Arlington, i.e., the Tomb of the Unknown Soldier, Amphitheater, Kennedy Gravsites, Columbarium, etc. To do so would be controversial and would illicit strong opposition.

I recommend that you proceed in obtaining the necessary enabling legislation. Subsequent to the enactment of your bill, we would engage an architect engineer to design the memorial structure and landscaping of the area. I estimate that the total cost of this project would be approximately $250,000; this will include design fees and construction costs.

My cemetery draftsman is currently on sick leave and scheduled to return to duty on or about October 12, 1988. As soon as he returns to duty, I will have him prepare the small sketch of the recommended site and will forward it to you by not later than November 15, 1988.

Please feel free to contact me again if I can be of any further assistance.

Sincerely,

R. J. Costanzo
Superintendent

DEPARTMENT OF THE ARMY
ARLINGTON NATIONAL CEMETERY
ARLINGTON, VIRGINIA 22211-5003

May 31, 1988

COPY

REPLY TO
ATTENTION OF

Office of the Superintendent

Honorable Charles E. Bennett
U.S. House of Representatives
Washington, DC 20515

Dear Mr. Bennett:

This is in response to your letter of May 13, 1988 concerning your bill, H.R. 3826.

I am pleased to advise that I do support your efforts in this connection. It is my opinion that there will not be an initial heavy acceptance for the concept of disposition of veterans' remains as provided for in your bill. However, I do believe that there will probably be a greater acceptance as the cemetery nears its capacity after the turn of the century.

I will be pleased to discuss your bill and other related matters with your Legislative Assistant, Mr. Jay Mooney. I will be calling Mr. Mooney within the next few days to establish a mutually agreeable date and time for this meeting.

Sincerely,

R. J. Costanzo
Superintendent

Copy Furnished:

Marcy Kaptur
Chairwoman
Subcommittee on Housing
and Memorial Affairs

DEPARTMENT OF THE ARM
FICE OF THE ASSISTANT SECRETARY
WASHINGTON, DC 20310-0103

COPY

Honorable Charles E. Bennett
House of Representatives
Washington, D. C. 20515-0903

Dear Congressman Bennett:

This is in further response to your recent letter concerning the interment of unmarked cremated remains in Arlington National Cemetery.

In the past we opposed your proposal to bury cremated remains because we believed the number of individuals who would choose this mode of interment would be quite small. After a detailed review of your proposal, we have determined that with some minor changes, we could support your concept. Your legislation should entitle persons otherwise eligible for interment or inurnment to have their cremated remains interred in this unmarked area. This change would allow more veterans to take advantage of your proposal. Additionally, since no urns would be used in the interment of the ashes, the area would be able to accept a large number of remains and might save Columbarium space.

I offer for your consideration draft legislation, based primarily on your bill, that would accomplish your proposal and could be supported by the Department of the Army.

Sincerely,

John S. Doyle, Jr.
Acting Assistant Secretary of the Army
(Civil Works)

Attachment

COPY

"A BILL

To direct the Secretary of the Army to set aside an appropriate area within Arlington National Cemetery for the unmarked burial of cremated remains.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

Sec. 1. The Secretary of the Army shall designate an area of appropriate size within Arlington National Cemetery, not suitable for the burial of casketed remains for the purpose of unmarked burial of cremated remains of persons otherwise entitled to interment or inurnment in Arlington National Cemetery, in accordance with such regulations as the Secretary may from time to time prescribe,

Sec 2. The Secretaries of the respective military departments shall make available appropriate forms on which those members of the Armed Forces of the United States, who so desire, may indicate their preference to be buried within the area to be designated under Section 1 of this Act."

Add
~~[illegible]~~
Arlington
National
Cemetary

February 18, 1987

Honorable Robert K. Dawson
Assistant Secretary of the Army
Civil Works
Washington, D. C. 20310-0103

each person

Dear Bob:

Thank you for your kind February 6 letter about my proposal about setting aside an acreage at Arlington where cremated remains could be placed. If the location of the remains is to be identified with a cross, most of the idea I have would evaporate because my idea is that there are many people in modern life who would prefer pushing up grass, daisies and trees to having a stone marker.

My idea is the same idea they have Falls Church Episcopal in downtown Falls Church where they decided more gravestones would be unattractive and they have a memorial garden where ashes are buried under the surface of the sod and where for an indefinite period of time people can be buried and reburied because there's no marker involved. On the wall of the church there is a bronze slab which has engraved upon it, from time to time, the names of the new people who are buried in that greensward. This allows open space beauty, it allows people who want to go back to the arms of God in nature to do so and it makes perpetual Arlington, at least in this limited way because if the acreage is sufficiently large and you do not have a particular piece of the geography set aside for each cremation, there's no reason why it couldn't go on for hundreds of years.

As far as erecting flags are concerned, in order to carry out the custom at Arlington, you could have a larger flag at a pedestal or a gate or something of that type speaking to all of those and for all of those honored in that greensward. I would think that there ought to be a bench or two where people could sit and think about their departed loved ones but outside of that I think that there should be no structure, no monument. The names of those persons would be upon a metal marker on the wall of some building, perhaps the chapel at Fort Myer and such markers could even be changed as to location if new construction or other reasons demanded it. Would you give this thought?

With kindest regards, I am

Sincerely,

Charles E. Bennett

DEPARTMENT OF THE ARMY
OFFICE OF THE ASSISTANT SECRETARY
WASHINGTON, DC 20310-0103

COPY 6 FEB 1987

Honorable Charles E. Bennett
House of Representatives
Washington, D. C. 20515-0903

Dear Congressman Bennett:

Thank you for your letter of December 30, 1986, to Major General Richard D. Kenyon, Chief of Legislative Liaison, concerning the interment of unmarked cremated remains in Arlington National Cemetery.

The creation of an area for the burial of unmarked cremated remains of persons entitled to burial in Arlington would be a departure from the traditional practice of marking individual or family gravesites. The symmetrically arranged headstones characterize Arlington's image as a principal national shrine to former members of the Armed Forces. Each year thousands of Americans go to the gravesites of loved ones to pray, meditate, and place flowers or other tokens of remembrance.

Additionally, on Memorial Day, military tradition requires that each individual gravesite be decorated with a small U.S. flag. This procedure is a highly significant way of recognizing and honoring our deceased military personnel. Veterans organizations and the general public normally oppose any manner of disposition of remains that precludes such individual recognition and honor.

This helps to explain why the practice at Arlington is to have individually marked sites. It also raises a question of whether demand would be sufficient to justify the additional allocation of land in Arlington, already in short supply, for an area for unmarked cremated remains. A basic fact is that land at Arlington is at a premium and virtually all land has, at least, been tentatively allocated for specific purposes.

COPY

Although your proposed bill restricts eligibility to individuals qualified for ground burial in Arlington, there is reason to suspect that the number who would choose this manner of disposition of remains would be quite small. Normally, individuals eligible for ground burial choose ground burial.

However, there are numerous areas in Arlington that are unacceptable for the burial of casketed remains. These areas are normally designated as memorial areas for erecting individual markers dedicated to persons missing in action or whose remains are not recoverable.

Therefore, we have decided to try your idea and intend to set aside an appropriate area in Arlington, that we had intended to use as a memorial area, for the burial of cremated remains. These burial sites will be marked with the standard white marble upright headstone. The next of kin of all eligible decedents will be given the option to use either this area, the Columbarium, or a traditional gravesite. We can incorporate this procedure into our current operations at Arlington without any new legislation.

Thank you for your idea on the burial of cremated remains. I would be happy to arrange a tour of Arlington National Cemetery to show you the area we selected to for the burial of cremated remains.

High regards,
~~Sincerely,~~

Bob

Robert K. Dawson
Assistant Secretary of the Army
(Civil Works)

Mr. Congressman,

I'd welcome your thoughts, before we actually implement this.

CHARLES E. BENNETT
MEMBER
3D DISTRICT, FLORIDA

ARMED SERVICES COMMITTEE
CHAIRMAN OF SEAPOWER SUBCOMMITTEE
MEMBER OF RESEARCH AND
PERSONNEL SUBCOMMITTEES

MERCHANT MARINE AND FISHERIES
COMMITTEE

HOUSE DEMOCRATIC STEERING AND
POLICY COMMITTEE

CHAIRMAN OF FLORIDA CONGRESSIONAL
DELEGATION

Congress of the United States
COPY
House of Representatives
Washington, DC 20515

W. DEELE DAY
ADMINISTRATIVE ASSIST
JOBY H. MOONEY
LEGISLATIVE ASSIST
SHARON H. SIEGE
BARBARA L. PETHERC
CARLA E. SMALLWO
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JOHN W. POLLARD
BRENDA C. DONALDS
DONNA M. WELDON

JACKSONVILLE OFFIC
314 PALMETTO STRE
JACKSONVILLE, FL 322
TELEPHONE 904-791-

December 30, 1986

Major General Richard D. Kenyon
Chief of Legislative Liaison
Department of the Army
The Pentagon
Washington, D.C. 20310

Dear General Kenyon:

I have introduced a bill, a copy of which is enclosed herein, in the past few Congresses to set aside an appropriate area in Arlington National Cemetery for the burial of cremated remains. My thought was that an open greensward would be attractive in the Arlington Cemetery and would tend to protect open space where the remains are buried without markers in the earth. This is a procedure very commonly followed in cemeteries in present days. It relieves the landscape from a lot of markers which do not particularly add to the surrounding area's beauty, and from a positive standpoint it would contain open space in the cemetery. However, I am reluctant to introduce this legislation again and again, and have no one give consideration to it. Is there a possibility that someone in the Department could give thought to this idea and if they think it is a good idea, then I would introduce the legislation to accomplish it? It seems to me to be a good idea, because I think people should be encouraged to cremate their bodies if they have no objection to this and do it in a way which does not require a lot of space while at the same time adding to the physical beauty of the cemetery. This is not accomplished by having little urns placed in a building on the cemetery and the latter procedure means that ultimately there will not be any room for remains to be placed at all while if the idea that I suggested were carried out, remains could be placed at Arlington Cemetery for the next thousands of years. Their names would simply be placed in a scroll in an adjoining building where the crypts for the ashes now exist.

This seems to me a very good idea, but without the backing of the military, it will be difficult. Therefore, I am asking whether or not approval can be gained before I introduce the bill again. Your advice will be appreciated.

With kindest regards, I am

Sincerely,

Charles E. Bennett

CEB:ems
Enclosure

CHARLES E. BENNETT
MEMBER
3RD DISTRICT, FLORIDA

ARMED SERVICES COMMITTEE
CHAIRMAN OF SEAPOWER SUBCOMMITTEE
MEMBER OF PROCUREMENT SUBCOMMITTEE
AND DEFENSE POLICY PANEL

MERCHANT MARINE AND FISHERIES
COMMITTEE

CHAIRMAN OF FLORIDA CONGRESSIONAL
DELEGATION AND OF
MILITARY REFORM CAUCUS

Congress of the United States
House of Representatives
Washington, DC 20515

J.M. (JAY) MOONEY
ADMINISTRATIVE ASSISTANT

SHARON K. SIEGEL
BARBARA L. PETHERC
DARLA E. SMALLWOO
ETHEL M. SCHISSELL
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BRENDA C. DONALDSO
DONNA M. WELDON

JACKSONVILLE OFFICE
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JACKSONVILLE, FL 322
TELEPHONE 904-791-25

February 21, 1989

Dear Colleague:

I, along with 23 other members of Congress, have introduced H.R. 88, which authorizes the setting aside of an open grass area in Arlington National Cemetery for the burial of cremated veteran's remains. On the reverse is a copy of the bill.

The open grass area would be attractive in the Arlington Cemetery, while also protecting open space where the remains are buried without markers in the earth. This would relieve the landscape of markers, which detract from the surrounding area's beauty. It would also help to maintain open space in the cemetery, but more importantly, it would allow veterens to be buried there long after the plot space has been exhausted.

It is anticipated that by the year 2020 all in ground burial plots will be filled, and by 2029 the Columbarium for cremated remains will also be filled. Under this bill, remains could be placed at Arlington Cemetery for infinity. This bill would ensure that everyone eligible for burial at Arlington National Cemetery could be buried there--today, tomorrow, forever. I have personally met with the cemetery's administrator, and he has drafted a plan to implement this proposal. We need this legislation. Also, the Department of Army, which administrates the cemetery, helped draft this bill and strongly supports it. I hope that you will too!

Please join me in this worthwhile effort to preserve a national tradition. If you would like to become a co-sponsor, please contact Rick Graham of my staff at X5-2501.

With kindest regards, I am

Sincerely,

Charlie

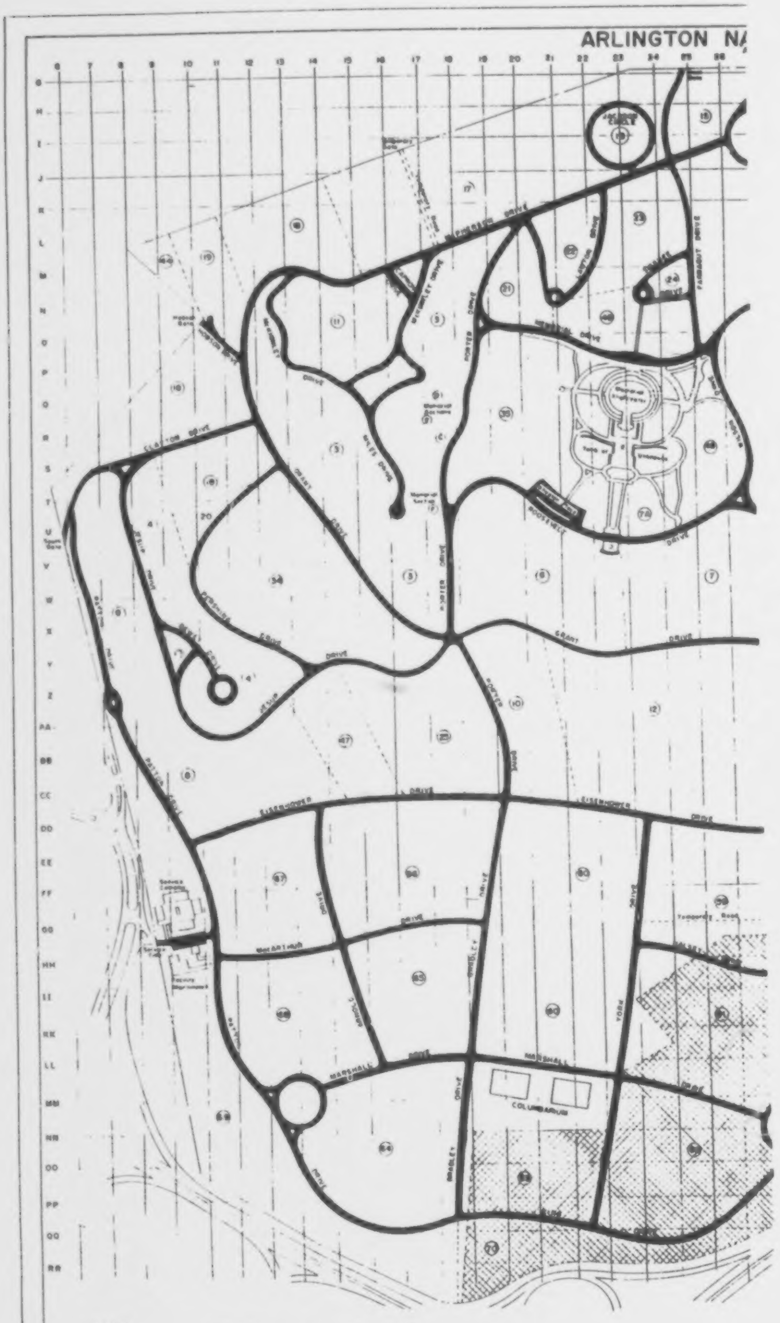
Charles E. Bennett

As of 3/12/89

Current Cosponsors of H.R. 88 in the 101st Congress

Mike Bilirakis
Chester G. Atkins
Jim Chapman
Matthew G. Martinez
Tom Lewis (Fl)
Bill Young (Fl)
Vic Fazio
Ron deLugo
Dave McCurdy
Frank Horton
Fred Upton
Albert Bustamante
Tom Lantos
Edolphus Towns
Duncan Hunter
Major R. Owens
Gerald B. Solomon

Robert K. Dornan
Norman Sisisky
Bill Grant
Robert F. Lagomarsino
George Miller (Calif)
George Brown (Calif)
Richard Ray
Stephen Neal (NC)
Mike Espy
William Hughes
Larry Smith (Fl)
Marcy Kaptur
E. Clay Shaw
Jim Bates
Walter Fauntroy
Martin Lancaster

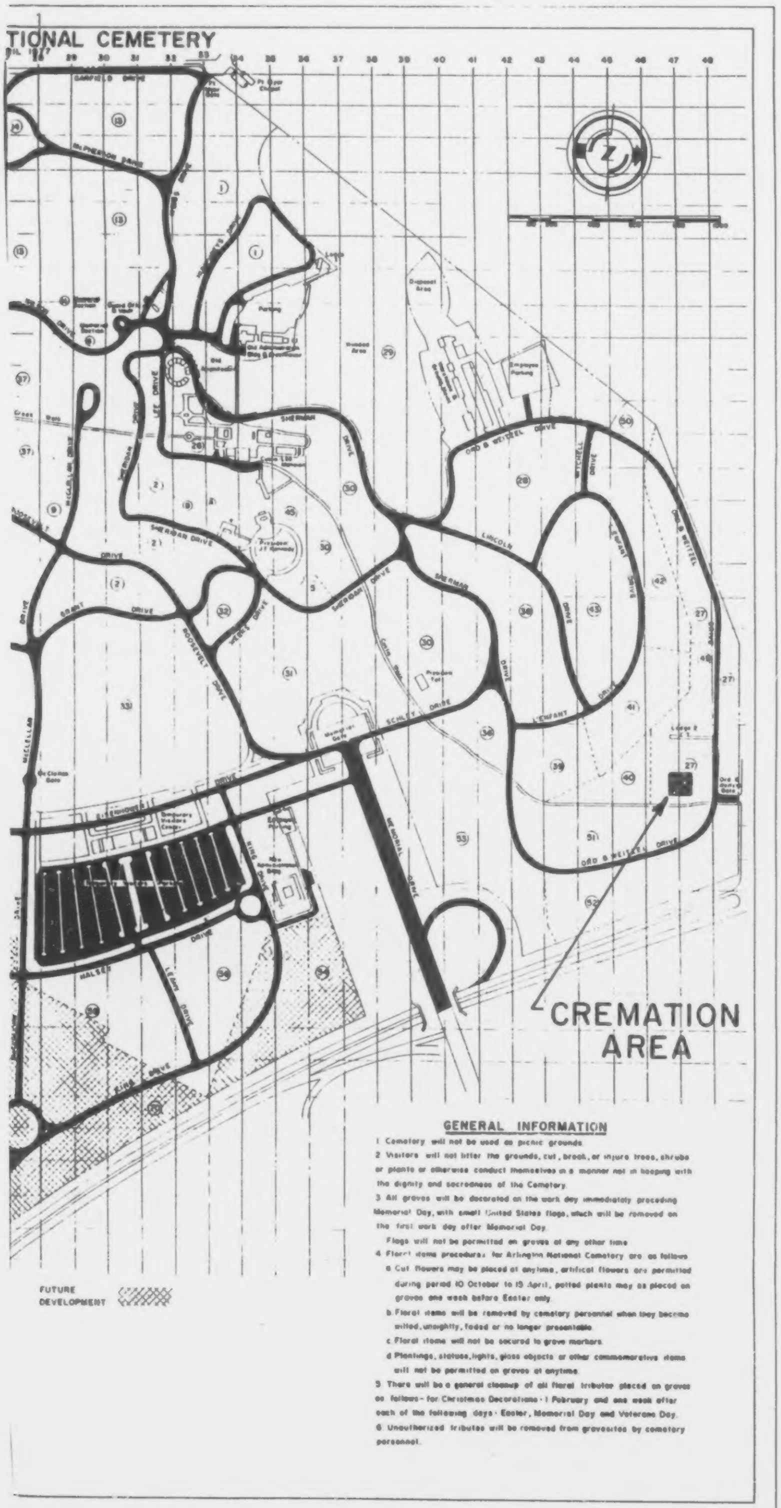


NAME ______________________

GRAVE ______________________

SECTION ______________________

Approximate location of grave is indicated in red



GENERAL INFORMATION

1 Cemetery will not be used as picnic grounds.

2 Visitors will not litter the grounds, cut, break, or injure trees, shrubs or plants or otherwise conduct themselves in a manner not in keeping with the dignity and sacredness of the Cemetery.

3 All graves will be decorated on the work day immediately preceding Memorial Day, with small United States flags, which will be removed on the first work day after Memorial Day.

Flags will not be permitted on graves at any other time.

4 Floral items procedures for Arlington National Cemetery are as follows

a Cut flowers may be placed at anytime, artifical flowers are permitted during period 10 October to 15 April, potted plants may be placed on graves one week before Easter only.

b Floral items will be removed by cemetery personnel when they become wilted, unsightly, faded or no longer presentable.

c Floral items will not be secured to grave markers.

d Plantings, statues, lights, glass objects or other commemorative items will not be permitted on graves at anytime.

5 There will be a general cleanup of all floral tributes placed on graves as follows - for Christmas Decorations - 1 February and one week after each of the following days - Easter, Memorial Day and Veterans Day.

6 Unauthorized tributes will be removed from gravesites by cemetery personnel.

STATEMENT BY

JOHN S. DOYLE, JR.

PRINCIPAL DEPUTY ASSISTANT SECRETARY OF THE ARMY

(CIVIL WORKS)

BEFORE THE

SUBCOMMITTEE ON HOUSING

AND MEMORIAL AFFAIRS

COMMITTEE ON VETERANS' AFFAIRS

HOUSE OF REPRESENTATIVES

FIRST SESSION, 101ST CONGRESS

15 JUNE 1989

NOT FOR PUBLICATION
UNTIL RELEASED BY THE
HOUSE VETERANS' AFFAIRS
COMMITTEE

Dear Mr. Chairman and Members of the Subcommittee, I am John S. Doyle, Jr., Principal Deputy Assistant Secretary of the Army for Civil Works. With me today is Mr. William F. Ostermeier, Deputy Superintendent of the Arlington National Cemetery. We appreciate the opportunity to appear before your Subcommittee on behalf of the Secretary of the Army and testify on H.R. 88 and H.R. 537.

Arlington National Cemetery is this Nation's principal shrine to the men and women who served in the Armed Forces. It is a visible reflection of America's appreciation for those who have made the ultimate sacrifice to maintain our freedom. In addition to the thousands of funerals held there each year, hundreds of non-funeral ceremonies are conducted to honor those whose remains are interred or inurned within the cemetery. Thousands of visitors participate in these solemn events. During fiscal year 1989, approximately 1,900 ceremonies were conducted. President Reagan, Secretary of Defense Carlucci and 13 foreign heads of state or government participated in memorial services.

Arlington National Cemetery currently has 205,000 veterans and eligible family members interred within an area of 572 acres developed for ground burials. An additional 40 acres will be developed in the mid-1990s which will add approximately 26,000 gravesites. The number of burials per year has averaged 3,000 of which approximately 30 percent are widows, widowers or eligible dependents. Interments are made throughout the cemetery in a number of sections on a daily basis--thus allowing simultaneous conduct of graveside services. Space for ground burials is projected to be available until 2021.

In addition to ground burials, two Columbariums have been constructed to accept the cremated remains of honorable discharged veterans, their spouses and eligible dependents. The Columbariums each contain 5,000 niches. An average of 1,200 are inurned in the Columbarium each year. To date, 8,400 of the 10,000 niches have been used, and it is projected that the Columbarium will be at capacity by June 1990.

By the end of May 1990, two additional Columbariums will be opened with space for 10,000 niches. Overall planning and programming in the out years will allow for construction of Columbariums resulting in a total capacity of 50,000 niches. If the average inurnments of 1,200 per year continue, the Columbariums will be filled between the years 2030 and 2040.

The Bill, H.R. 88 would direct the Secretary of the Army to set aside an appropriate area, not suitable for the burial of casketed remains, within Arlington National Cemetery for the unmarked burial of cremated remains. The Department of Army supports enactment of the legislation. We believe the number of individuals who would choose this mode of interment would be quite small. However, as the cemetery nears its capacity there may be a greater acceptance of this interment procedure. The names of those who choose this method will be recorded on a plaque. The area will be simply marked and will result in minimal additional costs.

Arlington National Cemetery has identified an appropriate site within the cemetery that could be used for the burial of cremated remains. The site is located in an area acceptable for cremated remains but is not acceptable for ground interments.

H.R. 537 would provide for the establishment of a memorial and museum on federal land within the District of Columbia or its environs to honor members of the Armed Forces who served in World War II and to commemorate the United States' participation in that conflict. The bill provides for the American Battle Monuments Commission to plan, design, construct and oversee the operation of the memorial and museum. A memorial and museum advisory board will be established consisting of at least 9 but not more than 15 members including the representatives of the Smithsonian Institute, World War II veterans, World War II historians and American historical associations knowledgeable about World War II. H.R. 537 allows for the Commission to solicit and accept private contributions for deposit in the United States Treasury Fund. The bill also authorizes federal funds to be appropriated for site design, planning, administrative costs, construction, maintenance and operation of the memorial and museum.

Although the Army supports establishment of a World War II memorial, no federal funding is provided in the 1990 budget nor is future funding likely given current fiscal restraints. The administration would support private funding of a World War II memorial. The administration opposes the museum proposed in H.R. 537 as duplicative. With respect to specific recommendations concerning this legislation, however, the Department of Defense defers to the other federal agencies such as the National Capital Planning Commission, the Department of the Interior, and the American Battle Monuments Commission.

It is our understanding that late last week an unnumbered bill was distributed that would modify and reduce the scope of H.R. 537. The bill would basically change H.R. 537 to eliminate the museum and require the American Battle Monuments Commission to establish a memorial on federal land in the District of Columbia or its environs. All references to the establishment of a World War II museum are eliminated. Additionally, the revised bill provides a sense of Congress that will recognize the 50th anniversary of the attack on Pearl Harbor which precipitated the United States' entry into World War II. The Smithsonian Institution and other federal museums are directed to develop exhibits, displays, permanent collections, and other presentations which will honor our World War II veterans as well as convey a sense of times, the origins, scope, and the effect of the war. The Department of the Army does not take a position on draft bills until they are officially referred to us for comment. However, I believe this bill meets the administrations objection to a new museum.

Mr. Chairman, this concludes my remarks. We will be pleased to respond to questions you or the other Subcommittee Members have.

STATEMENT OF MAJ. GEN. A.J. ADAMS, SECRETARY, THE AMERICAN BATTLE MONUMENTS COMMISSION

BEFORE THE
SUBCOMMITTEE ON HOUSING AND MEMORIAL AFFAIRS
COMMITTEE ON VETERANS AFFAIRS
U.S. HOUSE OF REPRESENTATIVES

Mr. Chairman and Members of the Subcommittee:

We wish to thank you for the opportunity to present the Commission's views on H.R. 537, a bill to erect a World War II Memorial and Museum on Federal land in the District of Columbia or its environ.

Following World War II, the American Battle Monuments Commission erected fourteen cemetery memorials around the world to provide a final resting place for many of our brave Americans who died liberating those lands, and to honor individually by name the Missing in Action or lost or buried at sea in the particular region. It also erected three supporting memorials on U.S. soil. These shrines, among the most beautiful of their nature in the world, collectively honor all Americans who fought in that war. But, nowhere is there a single federal memorial that pays tribute to all veterans of World War II. In our opinion, there is no better place for such a memorial than in the Nation's Capital.

World War II was singular in many respects besides it being the greatest in history in size, destruction, casualties and number of participants. Prior to World War II, World War I was considered the greatest war in history, however, its fighting was limited primarily to the European continent. World War II encompassed savage fighting not only on the European continent but in Asia, Africa and the wide-spread islands of the Pacific as well. During it, death and destruction were wreaked upon the world to a degree never experienced before or since; the nuclear age was ushered in; joint unified Allied commands were established; logistics became a science in itself and there were dramatic advances in ships, air transport, communications, military weaponry and technology which revolutionized the tactics and techniques of warfare. Only man, the ultimate weapon with his reasoning power and inherent limitations, remained essentially unchanged.

The following statistics will provide you with some idea of the magnitude of that war. With general mobilization of U.S. Forces and conscription, over 16,113,000 Americans served in the Armed Forces during World War II. Of that number 671,000 were wounded in action; 292,000 were Killed in Action, including 79,000 Missing in Action or lost or buried at sea and presumed dead; and an additional 114,000 died of non-battle causes for a total of 406,000 American military deaths in the battle areas. These casualties occurred during the period 7 December 1941 through 31 December 1946, when hostilities were terminated by Presidential Proclamation. However, few casualties occurred after the Japanese acceptance of Allied peace terms on August 14, 1945. Collectively, the Allies experienced an estimated 10,417,000 battle deaths.

The Commission supports the erection of a World War II Memorial in the Washington, DC area, consistent with the provisions of the Commemorative Works Act. However, funds are not included in the President's budget plan for such a memorial. Moreover, in view of current fiscal constraints and competing priorities, it is unlikely that Federal funding for even a share of the cost of constructing such a memorial would be requested by the Administration in the foreseeable future. Accordingly, the Administration recommends that such funding come entirely from private_sources.

Finally, the Administration questions the need for a World War II museum duplicating the information and artifacts maintained by the Library of Congress, the National Archives, the Centers of Military History of the military departments and the museums of those departments. Furthermore, a proper museum would add $100 or more million to the cost of the memorial. Accordingly, the Administration opposes establishment of a World War II museum. We understand that the new version of the bill does not include a museum and therefore obviates this concern.

With respect to fund raising, our experience with solicitation of funds for the Korean War Veterans Memorial has shown that it is not an appropriate function for the Commission. Even with the earnest help of the twelve member Korean War Veterans Memorial Advisory Board, in almost three years only half of the targeted $6 million has been raised, a miniscule sum compared to the cost of a World War II memorial and museum. The Commission is a very small organization already fully occupied in meeting its challenging responsibilities of maintaining memorials worldwide and raising funds for the Korean War Veterans Memorial. We simply are not designed to be a major fundraising organization, and cannot take on such responsibilities for the proposed World War II Memorial. Should a private organization, however, be willing to raise the necessary construction funds, the American Battle Monuments Commission would be happy to provide technical assistance and maintain the Memorial.

H.R. 537 gives the Advisory Board responsibility for recommending the site and selecting the design of the memorial and museum, subject to the approval of this Commission. These are functions normally performed solely by this Commission in accordance with its enabling legislation. They are extremely important functions and should not be given to a group of individuals unversed in such matters. Rather, they more appropriately should remain the responsibility of this Commission, which has many years of experience in the selection of memorial sites and designs, and is completely conversant with the site and design approval process contained in the Commemorative Works Act. This does not mean that the board cannot contribute effectively to the selection of the site and the design. Toward this end, recommend Sec. 2e(2) be amended to read as follows:

"(2) assist the Commission in its selection of the site and design for the memorial and museum, as requested by the Commission. Selections will be in accordance with Section 7 of Public Law 99-652 (40 U.S.C. 1007; Stat. 3452); and"

Your favorable consideration of these comments and recommendations would be greatly appreciated. This concludes my prepared statement. If you have any questions, we will be delighted to respond to them.

DR. WILLIAM E. PHIPPS

Statement for the Subcommittee on Housing and Memorial Affairs, 6/15/89

Re: The Burial of Cremated Remains in Arlington National Cemetery

Witness: William E. Phipps, Professor of Religion and Philosophy, Davis and Elkins College, Elkins, WV 26241

I have been invited to testify at the legislative hearing on H. R. 88 because cremation has been one of my recent research interests. My studies have resulted in Cremation Concerns (Springfield IL: Charles Thomas, Publisher, 1989)--the first comprehensive treatment of the subject to be published in the U. S. A. since 1968. Much of the information contained in the book has come from the special cremation collection at a University of Chicago library and from the resources of the Library of Congress. For current data on cremation trends I have relied on The Cremationist, a quarterly publication of The Cremation Association of North America. Conversations over the years with nurses, physicians, morticians, and their clients has also helped me prepare for writing my cremation book--as well as my earlier textbook, Death: Confronting the Reality (John Knox Press, 1987). Also, feedback from a variety of students in college, church, and prison settings to death education courses I have taught for the past two decades has given me insight on contemporary attitudes toward ceremonializing the dead in America. Understandings have been enlarged by responses I have received to articles I have written on cremation for The New York Times (2/4/81), The Christian Century (4/4/81), and The Charleston Gazette (3/31/89).

A Longitudinal Trend Analysis

In the United States, the number of cremations and crematoria have tripled in the past generation. The cremation rate is now about 17%. In North America, cremations are now increasing at an astounding rate of 22,000 per year, or nearly 1% annually. During the twenty-first century, cremation will probably become the most common method of body disposal in America. The rate will continue to vary widely among the states. In Nevada and Hawaii, cremation has already surpassed other forms of body disposal, but in several states cremation accounts for about 2% of the total. In the area of Washington DC, cremations increased from 2316 in 1977 to 3659 in 1987, or 58% in the past decade.

Americans are following the lead of Britain--a half-century later. Cremation has increased there from less than 3% in 1936 to more than 70% now. A graph in my book suggests that within the foreseeable future, nearly all body disposals in the U. S. A. will be by cremation--as is now the case in Japan.

Reasons for the Trend

Although death customs are usually the slowest of all customs to change, Americans are experiencing an increasing amount of dissatisfaction with conventional funeral practices. Funeral costs are a major factor in the decline of the traditional burials. Approximately one billion dollars is spent annually in the United States for cemetery plots, another billion for funeral flowers, and several times that combined amount is spent on other funeral costs. Since 1984 funeral costs have risen almost twice as fast as the consumer price index. Today the total cost for the average burial is $5,000, whereas the average cost of a cremation is a small fraction of this amount. Telophase, which claims to be the country's fastest growing cremation society, has an inclusive charge of $500. Telephase began in California in 1971 but is now operating in a number of other states.

Government benefits encourage citizens to opt for a lower cost method of body disposal. Social Security death benefits of $255 are available to most survivors of covered workers. Also, veterans who are buried in private cemeteries are provided $300 for burial costs and $76 for a grave marker.

Economic considerations should not be overestimated, however, since cremation accounts for the majority of body disposals in Marin County, California--one of America's most affluent areas. The notion that death is not a time for cheapness continues, but many are realizing that contributing to causes that enhance life may be a better way of showing honor. The large saving to the estate of the deceased resulting from cremation frees up money to support those causes the deceased identified with in life.

There are a variety of other reasons for the contemporary shift away from earth burial. Family mobility is one reason for the trend away from interments and entombments. Many people have left the areas where their ancestors lived and died. This is especially true in Florida and California, where one-third of the total who die are now cremated. Many do not feel rooted in their new places of work or retirement, but neither do they long to have their bodies returned to former localities. Their search for family roots has not diminished, but, they focus upon what their forebears did in life rather than on where they were buried.

In America, as elsewhere in the world, land scarcity is a main reason for cremation. This explains why it is more practiced in the more populated states and in urban areas. Those who reject earth burial tend to share Thomas Jefferson's belief that land belongs to the living. Realizing that America is gradually running out of space, they oppose cemetery expansion programs. Consider the amount of land consumed in burials: if a three foot by eight foot plot is allowed per burial, more than twice the area of the District of Columbia would be needed to bury the current United States population, dying at the rate of more than two million per year.

Another basic reason for the trend away from interments and entombments is the recognition that the emphasis upon corpse "preservation" over the past century is misplaced. People are coming to realize that the only choice for mortals is between rapid or slow return to dust after death. An intense flame of natural gas effects in minutes what it takes a cool grave years to accomplish. Finding no value in slow oxidation, many are uninterested in temporarily arresting this inevitable decomposition process. Nor do they find comfort in being deceived by cosmetics into thinking that the body is just napping before stepping out in party clothes. Moreover, those not overcome by illusion know that disintegration of burial containers is also bound to come even if a hermetically sealed casket is placed within an air tight vault. A clean incineration which quickly reduces the body of the deceased to its component elements can be therapeutic to mourners by expressing the final severance of the physical bond.

Religious considerations are also responsible for some of the shift away from the dominant modern American burial practice. In the past, Roman Catholicism was the main opponent of cremation, but the Vatican has relaxed its traditional position. As a result, a survey conducted in 1981 by the National Research Information Center shows that only 14% of Catholic priests in the United States oppose cremation. That percentage is the same as the composite figure for

Protestant clergy. Religiously oriented people are often offended by the alleged "restoration" of corpses. They see this as a phoney attempt to counter the biblical affirmation that "all flesh is grass" that "fades when the breath of the Lord blows upon it." Funeral rites centered in embalmed corpses can be traced to the pagan practices of ancient Egypt. By contrast, a memorial worship service after cremation sets the transitoriness of the physical in bold relief against the everlastingness of the spiritual. Those attending a service with no corpse at the center of attention do not reflect on whether the object in the polished box *looks* good but ponder whether the person *was* good and whether God *is* good.

Heating technology has contributed to the gradual change of attitude toward cremation in Western cultures. If the bonfires used in ancient cultures had continued to be the only means of cremation, the spade would now easily continue to triumph over the torch in Western civilization. Contemporary cremations are neither a public spectacle nor a private repulsion. The remaining bone fragments are usually pulverized, reducing the particle size to one-eighth an inch or less. There is about a gallon residue of grayish calcified bone that feels like coarse sand. It is placed in a temporary container along with the identifying tag for next-of-kin disposal.

Future Disposal of Cremated Remains

It is likely that Americans will follow the lead of Great Britain in the disposal of cremated remains. Earlier this century, there was some revival of the ancient Roman columbarium custom, but that practice has now almost disappeared in Britain. Columbaria promise a profit for vendors of cemetery products in America, so there are vested interests here to promote the practice. In Britain most now choose to scatter remains over a couple square yards in a memorial park. The remains are sterile, so they create no odor or pollution. Since they are pulverized, there are no unsightly bone fragments evident. What is disseminated looks like grandular chemical fertilizer and performs accordingly in enriching the soil. In contrast to the frequently bleak and dreary British graveyards with their soot-stained stones, skilled gardeners cultivate flowering plants in the dignified memorial parks. Frequently an individualizing plaque is placed near the scattering. Benches are in the area for those who wish to stop and reflect during a visit.

Cremated remains are disposed of in a variety of ways in the U. S. A. These include interring urns in the ground or placing them in either a columbaria niche or mausoleum crypt. In some states scattering of remains from the air is permitted over sea or land. The model cremation law proposed by the Cremation Association of North America refers to the "disposing of cremated remains in a crypt, niche, grave or scattering garden located in a dedicated cemetery, or by scattering over uninhabited public lands, the sea or other public waterways." Also, upon direction of the next-of-kin, "cremated remains may be disposed of in any manner on the private property of a consenting owner."

I think it would be appropriate to modify H. R, 88, which should improve its quality and enhance its passage. To have a small bronze plaque placed in the vicinity of the scattering gives a sense of place, which has psychological importance to many people. Recognizing the meaningfulness of the Vietnam memorial wall, I advise that an out-of-doors wall be placed in the landscaped garden area set aside for the unmarked cremated remains. The height should be no more than about seven feet high so that all inscriptions can be read by an adult. Since the custom has been established at the Arlington National Cemetery for an annual placement of small flags as individual memorials, the plaque should be designed to contain a holder for such. Also, this holder could be used by those who wish to leave there a few flowers or other tokens of remembrance.

I would hope that a spacious area could be set aside. If it is attractive enough there may well be many who would prefer the "greensward" rather than an interment plot. This would thereby extend the options for others at the Arlington National Cemetery beyond 2020, the anticipated date for the exhaustion of available burial plots. Much of the area under consideration could be hilly or wooded and unsuitable for interments. The scattering would best be done around the bushes, flower beds, and trees where there might be a wide margin of small pebbles or mulch. The cremains could then be easily raked beneath the surface. This seems more appropriate than using the turf as a burial area.

Regarding ways of scattering cremated remains, Raymond Arvio, an American, has this to say:

> The body's ashes can be distributed among the places and scenes associated with life. Those who have moved in this direction think of it as an incredibly beautiful and sensitive movement when the scattered ashes find their place in the ocean, on a loved mountainside or among flowers and bushes tended so carefully in life. Earth burial, as it is conducted now, with sealed coffins and vaults designed to perpetuate the false image that the body stays in its original condition, does not provide the sense of spiritual connection, of a life joining Life, of returning to the soil from whence we all came. (The Cost of Dying, Harper & Row, 1974, p. 39)

There is no private profit to be made from scattering, so the practice is not encouraged by American morticians and cemeterians. In spite of this, there are many individuals who regard scattering as a respectful way of honoring the deceased. Appropriate to cremation are the ecological images in this anonymous visual poem:

Fire
Fast Hot
Burning, Searing, Dying
Smoke, Noise, Ash, Silence
Raining, Sprouting, Growing
New Green
Life

The poetically minded may associate the character of the deceased with that of a memorial tree. The sentiments of a psalmist may be apropros:

He is like a tree planted by the streams of water,
That yields its fruit in its season.

A member of the clergy would usually conduct a short service with friends of the deceased at the place where the remains will rest. An adaptation of a traditional committal follows: Forasmuch as it has pleased God to take into closer communion our loved one here departed, we therefore disperse these remains among the earthly elements--ashes to ashes, dust to dust--in sure and certain hope of the life everlasting.

PROPOSED METHODS OF BURYING CREMATED REMAINS

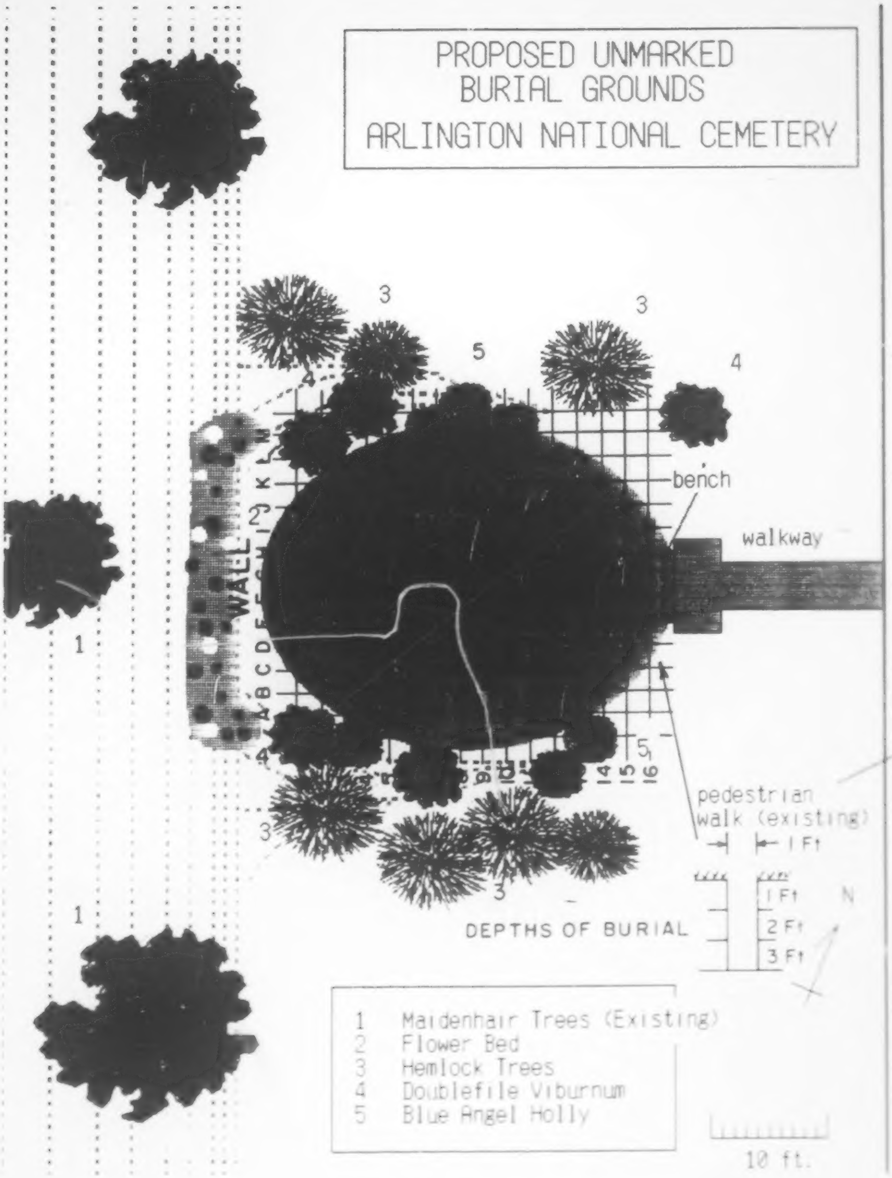
A sketch that portrays a landscaped burial area and proposed methods of burying the cremated remains is attached.

A grid system was developed to identify the location of the buried ashes. This system is necessary for purposes of record keeping and to assist in determining locations of cremated remains when preparing for subsequent burials.

Burials can begin at a depth of three feet, two feet or one foot. If three and two feet depths are used then space above each cremated remains can be used for additional burials. If a one foot depth is used there is space for only one cremated remains. For purposes of this proposal, recommend that burials begin at a depth of three feet.

Assuming a burial area of 25X25 feet, there is space for 164 burials at a depth of one foot; 328 burials at a depth of one and and two feet; 492 burials at a depth of one, two and three feet. If a six foot depth is used then as many as 948 burials could be made within a similar size burial area; however, depths can be extended to accept additional cremated remains.

Brass or bronze plaques would be affixed to a small wall, which would be erected adjacent to the burial area. The plaque would be inscribed with the names of service-members buried in the unmarked sites.


PROPOSED UNMARKED
BURIAL GROUNDS
ARLINGTON NATIONAL CEMETERY
WALL
bench
walkway
pedestrian
walk (existing)
1 Ft
DEPTHS OF BURIAL
1 Ft
2 Ft
3 Ft
N
1 Maidenhair Trees (Existing)
2 Flower Bed
3 Hemlock Trees
4 Doublefile Viburnum
5 Blue Angel Holly
10 ft.

STATEMENT OF
PAUL J. BREUER
ASSOCIATE NATIONAL LEGISLATIVE DIRECTOR
DISABLED AMERICAN VETERANS
BEFORE THE
SUBCOMMITTEE ON HOUSING AND MEMORIAL AFFAIRS
OF THE
COMMITTEE ON VETERANS AFFAIRS
U.S. HOUSE OF REPRESENTATIVES
June 15, 1989

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

On behalf of the more than 1.2 million members of the Disabled American Veterans and its Ladies' Auxiliary, I wish to thank you for this opportunity to present our views on the provisions of H.R. 537, a bill which would provide for the establishment of a memorial and museum on federal land within the District of Columbia to honor members of the Armed Forces who served in World War II and to commemorate the United States' participation in that conflict; and H.R. 88, a bill that would direct the Secretary of the Army to set aside an appropriate area within Arlington National Cemetery for the unmarked burial of cremated remains.

H.R. 537

This bill, Mr. Chairman, introduced by the Honorable Marcy Kaptur, the former Chairwoman of this distinguished Subcommittee, would establish a memorial and museum in the District of Columbia to honor and commemorate the World War II era contributions and sacrifices of millions of Americans. We commend you, Mr. Chairman, for holding this hearing to seek input on this most worthy objective.

This bill authorizes the establishment of a World War II Memorial and Museum Advisory Board (consisting of nine to fifteen Presidentially appointed members) to promote the establishment of the memorial and museum; to encourage the donation of private funds for its construction and maintenance; to recommend the site and select its design (subject to approval by the American Battle Monuments Commission); and to report annually to Congress on the activities of the museum and memorial. H.R. 537 includes authorization for the solicitation of private donations and for the appropriation of federal funds, as necessary, and gives the responsibility for planning, designing, and construction and oversight of the project to the American Battle Monuments Commission.

Mr. Chairman it is probably impossible to overstate the profound impact the global events of World War II had upon all of us living in this century. The social, cultural, political, economic, and technological changes and developments evolving from World War II continue to affect us in one form or another to this very day.

World War II witnessed the mobilization of common and uncommon allies joined in a cooperative objective -- an objective vital to the preservation of society as we know it -- total defeat of the Axis powers. During the course of these events, by some estimates, nearly 55 million casualties were incurred worldwide with an immeasurable amount of human suffering in addition to the destruction and displacement of both peoples and nation-states.

These cataclysmic events, as I am sure you are aware, Mr. Chairman, exacted an enormous price from the American people. Of the 16 million Americans who served in the United States Armed Forces during World War II, more than 405,000 lost their lives, over 670,000 were wounded, and nearly 140,000 American servicemen were incarcerated as prisoners of war or listed as missing in action. In addition to victory over the Axis powers, these enormous sacrifices brought about considerable changes in such areas as the theory and conduct of warfare, the development of nuclear power, and technological achievements and advances in many areas of our economy including the development of aircraft, ships, radar and other weaponry, as well as the development of such products as plastics and synthetic rubber. Clearly, both the impact of and the developments resulting from our participation in World War II continue to be experienced by a vast majority of citizenry to this day.

Mr. Chairman, we are aware that following World War II, the American Battle Monuments Commission erected 14 cemetery memorials around the world in order that America's war-dead would have a fitting and proper final resting place. There also exists numerous community monuments and memorials honoring individuals and units that fought during World War II.

We are also aware that some military organizations have established museums at their own headquarter locations depicting the history of their particular units. However, as you know, Mr. Chairman, there does not exist a national museum at a single location where individuals can visit, study, and learn of the tremendous sacrifices made during World War II, nor where the young people of today can be made aware of the profound impact the developments of World War II had upon our society.

Mr. Chairman, DAV is proud to count among our 1.2 million members 600,000 World War II disabled veterans and Auxiliary members, for whom Normandy, Sicily, Salerno, Okinawa, Iwo Jima, Midway and Pearl Harbor represent more than a national historical significance since many of them participated in these engagements at great personal sacrifice. At our August, 1988 National Convention in Dallas, Texas, our membership adopted a resolution in support of the establishment of a memorial and museum to honor members of the Armed Forces and commemorate U.S. participation in World War II. We believe this objective will be achieved through favorable Congressional consideration of H.R. 537 and, accordingly, we respectfully urge favorable consideration of this measure by this Subcommittee.

H.R. 88

This bill, Mr. Chairman, introduced by the Honorable Charles Bennett, would direct the Secretary of the Army to set aside an appropriate area within Arlington National Cemetery for the unmarked burial of cremated remains. As we understand this measure, an area not suitable for the burial of casketed remains would be set aside for the interment of the ashes of persons eligible for interment in Arlington National Cemetery.

Mr. Chairman, this proposal has not been widely publicized and, perhaps, in part for that reason, the membership of DAV has not adopted a resolution or otherwise expressed a mandate for H.R. 88. As you know, our membership's desires, expressed in resolution format, forms the core of our legislative program. Since we have no mandate regarding H.R. 88, the DAV respectfully declines to take a position on this bill.

However, we would like to offer some comments and express some concerns about the provisions of H.R. 88.

Arlington National Cemetery, first established some 120 years ago and administered by the Department of Army, is one of our nation's most sacred shrines. More than 200,000 of our nation's veterans and their dependents are interred at Arlington on 612 acres of land that represents an embodiment of the sacrifices made by America's veterans to uphold our country's ideals and freedom.

In April 1980, Arlington National Cemetery's Columbarium for cremated remains was opened for use, designed to be the final resting place for the cremated remains of some 50,000 of our nation's veterans and their dependents.

Arlington National Cemetery averages 15 funerals per day and information available to us projects the Cemetery will reach its capacity for casketed burials in the year 2020, and the interment of cremated remains at the Columbarium in the year 2029.

It seems, therefore, important that Congress undertake some futuristic planning with respect to Arlington National Cemetery to ensure not only the integrity of its policy(ies) for disposition of remains, but also to ensure continued access to interment at this national shrine by our nation's eligible veterans and their dependents.

The provisions of H.R. 88, designed to set aside an area not suitable for burial of casketed remains for the common interment of cremated remains, seems to address this issue insofar as burial of cremated remains would then be possible for many years beyond the projected capacity for the Cemetery and Columbarium.

Our initial concern, Mr. Chairman, with the burial of cremated remains in a common area of Arlington National Cemetery is the acceptance by the veterans' community and American public of the concept of common burial for our nation's veterans. Obviously, this would be a departure from the traditional practice of marking individual gravesites of veterans and their families. It would entail commingling of remains in a common burial site -- a practice that may be viewed by some veterans and the American public as less dignified and aesthetically unacceptable for Arlington, as the "flagship" of our National Cemetery System.

Of the 113 national cemeteries nationwide, 47 are currently not open for burial or interment. This is viewed as a serious concern by many in our veterans' community, particularly in view of the demographics of our aging veterans' population that tend to demonstrate a need for an expansion of our National Cemetery System.

The approach of commingling burial remains in a common area of Arlington National Cemetery may be viewed by some as a public policy solution to scarce available gravesites nationwide in our National Cemetery System, and if implemented, may limit or restrict future burial or interment options for our nation's veterans and their dependents in our National Cemetery System.

For these reasons, Mr. Chairman -- public acceptance of the concept of commingling of remains, and the implications of this policy for our National Cemetery System -- we urge the Subcommittee to proceed with caution and carefully consider the long-term effects of the provisions of H.R. 88 on our nation's veterans' community.

That concludes my testimony, Mr. Chairman. I again wish to thank you and the members of the Subcommittee for providing DAV an opportunity to express our views on H.R. 537 and H.R. 88.

PVA
PARALYZED VETERANS
OF AMERICA
Chartered by the Congress
of the United States

STATEMENT OF
FRANK R. DE GEORGE, ASSOCIATE LEGISLATIVE DIRECTOR
PARALYZED VETERANS OF AMERICA
BEFORE THE
SUBCOMMITTEE ON HOUSING AND MEMORIAL AFFAIRS
OF THE
HOUSE COMMITTEE ON VETERANS' AFFAIRS
CONCERNING
H.R. 88, a bill to direct the Secretary of the Army to set
aside an appropriate area within Arlington National Cemetery
for the unmarked burial of cremated remains,
AND
H.R. 537, to provide for the establishment of a memorial
on federal land within the District of Columbia to
honor members of the Armed Forces who served in WW II and to
commemorate the United States' participation in that conflict
JUNE 15, 1989

Mr. Chairman and Members of the Subcommittee, it is a pleasure and personal privilege to appear here today on behalf of Paralyzed Veterans of America (PVA), a Congressionally chartered veterans' service organization. PVA appreciates this opportunity to present its views and concerns pertaining to H.R. 88 and H.R. 537, respectively introduced by Representative Charles E. Bennett and Representative Marcy Kaptur. Representatives Bennett, Kaptur and the bipartisan cosponsors of these two measures are respected for their continuing interest and support of veterans programs.

H.R. 88

Mr. Chairman, on April 13, 1989, your Subcommittee conducted an oversight hearing (PVA testified) for the purpose of examining cost-effective methods to provide maintenance improvements, existing workloads and future expansion plans for either or both, the Arlington National Cemetery and the Department of Veterans Affairs' National Cemetery system. We believe todays hearing on H.R. 88 is an extension of your efforts to ensure thorough consideration of those proposals that may provide the potential for enhancing mutually beneficial access to the cemetery system(s).

Mr. Chairman, PVA further appreciates your concern that embraces the idea that for over 200 years this Nation has provided suitable resting places for the men and women who have served defending it and that it is most appropriate this tradition be continued. To do otherwise would be to break the long standing national commitment of this Nation and demean the sacrifices of our veterans.

PVA understands the intent of H.R. 88 to be rigidly specific in requiring that, "The Secretary of the Army shall designate an area of appropriate size within Arlington National Cemetery, not suitable for the burial of casketed remains, for the unmarked interment of the ashes of persons eligible for interment in Arlington National Cemetery whose remains were cremated, in accordance with such regulations as the Secretary may prescribe."

Undoubtedly, passage of H.R. 88 in its present form would be extremely cost-saving and greatly expand accommodations for the burial of cremated remains in the Arlington National Cemetery It would also provide the individual an additional option in the personally decided location and desired manner in the selection of one's final resting place.

However, organizationally, we believe that a similar objective can be obtained and that there are other principles involved that warrant further elaboration which may provide justification for amendments and the secure passage of H.R. 88. PVA supports the passage of H.R. 88, if amended.

The Nation's commitment to the veteran provides for more than the unmarked interment, the intermingling of the ashes of cremated remains and the surrounding reminding connotations it presents. Recognition of the veteran's service to country must and can be preserved. We recommend that certain dignity be maintained by placing the cremated remains in the proper uniform container and committed to the earth in a environmentally accepted manner.

In addition, the designated site (MEMORIAL PARK GARDEN) must include the significant placement of an appropriate HONOR ROLL registry (inscriptions of names on a marble stone wall may not be necessary) identifying those individuals who are laid to rest in the Memorial Park Garden area. The same regulations and eligibility for interment of cremated remains in the Arlington Columbarium would apply for those who choose to be placed in the Memorial Park Garden.

Pursuing the acceptance of these amendments, PVA recognizes and advocates for the merits of Representative Bennett's proposal for a serene park-like memorial site (set apart from other monuments) within the Arlington National Cemetery. This would provide an additional alternative for those who may prefer cremation and burial of their remains in the earth rather than interment in the Columbarium.

Due to the fact that land acquisition for future cemetery use is becoming more and more difficult and costly to obtain, it is further recommended, that every DVA National Cemetery should be scrutinized for space availability for the potential inclusion of similar Memorial Park Gardens--the closed cemeteries should also be examined. Finally, it is emphasized that, in our estimation, the concept of appropriately designed Memorial Park Gardens must not be overlooked. Moreover, it is a cost effective and respectable approach that may even be less costly than the construction of Columbaria.

H.R. 537

Mr. Chairman, PVA supports passage of H.R. 537, which provides for the establishment of a memorial in Washington D.C. to honor members of the Armed

Forces who served in World War II and to commemorate the United States' participation in that War.

We want to take this opportunity, once again, to express our appreciation to Representative Marcy Kaptur, and the significant number of bipartisan cosponsors for their diligent efforts to reintroduce this important legislation. We also want to thank Representative Kaptur for her excellent service to veterans as the former Chair of this Subcommittee.

Mr. Chairman, we previously stated our support and concerns for the legislation which was similar to the intent of H.R. 537, being discussed here today. As we have commented, individually, as in any war, the men and women who served were proud and honored to do so without any intent whatsoever to be recognized or memorialized. However, collectively, it is the Nation that has a responsibility to appropriately recognize the 16,535,000 Americans (today there are 10,076,000 living) who served in this Nation's Armed Forces during the period of World War from September 16, 1940, through July 25, 1947, and moreover, the 406,000 war dead who made the ultimate sacrifice in defense of freedom around the world.

We continue to strongly agree with Congresswoman Kaptur, who correctly stated, "Yet, nowhere is there one single monument to honor all of our veterans, both deceased and living, who carried this nation to victory. Only a national memorial and museum, located in our nation's capital, can pay tribute to those valiant men and women, and give a sense of the scope of the war, the actions in that conflict, and the goals and objectives that come into play, and the enduring values to which our participation in that struggle was dedicated."

The National Park Service maintains three monuments that significantly depict episodes of the war and the sacrifices of those who served. Those government funded projects are the U.S.S. Arizona, Honolulu, Hawaii; Iwo Jima Memorial, Arlington, VA; and the American Memorial Park in Saipan.

Numerous statues and war memorials are maintained by the United States Department of the Interior, National Parks Service, National Capital Region

(Washington, D.C.; Virginia; and Maryland), but none are totally reflective of the entire World War II effort. We have provided to your staff a list of these located in the National Capital Region.

In addition, informational materials provided by the American Battle Monument Commission reflect that they administer, operate and maintain, on foreign soil, twenty-four permanent American military burial grounds, fourteen separate monuments and two tablets and, in the U.S. four memorials.

While monuments and memorials recognizing aspects of World War II exist in Washington, D.C., and other areas throughout the nation, no single monument or memorial is dedicated to the entire World War II effort.

The Veterans Administration administers 111 national VA cemeteries nationwide. Many of these national cemeteries also contain monuments honoring those who served in specific actions. The Department of Defense and the individual Armed Services have also constructed various monuments that honor those who have served in each branch of service.

Additionally, many of the individual states have provided local recognition in various forms to honor citizens who served during World War II. Indiana is one outstanding example of where a state has constructed a monument that pays tribute to the veterans of World War I and World War II. In 1987, the memorial was rededicated to commemorate the services rendered by Indiana veterans in all wars and conflicts in the twentieth century.

PVA strongly endorses the intent of this legislation, and we want to comment on several provisions contained in it. First, H.R. 537, Section 2, establishes a World War II Memorial Advisory Board. It is gratifying to PVA that members of the Board shall include representatives of veterans' organizations, and as we previously recommended, comprised of no more than 15 members. We are also pleased to note that the Board will be made aware of the law that ensures physical accessibility and accommodations to public buildings, which include national monuments visited and used by the public.

In this regard, PVA continues to offer our services when this legislation is enacted into law. PVA is a recognized leader in helping to eliminate architectural barriers that confront elderly and disabled individuals. PVA has consulted on many projects to ensure accessibility and the elimination of architectural barriers that confront disabled and elderly persons. In fact, PVA participated in the barrier-free renovation of the General Lee-Custis Mansion, the Pearl Harbor Memorial, and most recently, participated in ensuring accessibility in the renovation of the Statue of Liberty and the Vietnam Veterans Memorial, and is represented on the Korean War Veterans Memorial Presidential Advisory Board. PVA has a full time staff, including architects, in its Barrier Free Design program. Accessibility of the WWII Memorial dedicated to veterans, many of whom are disabled, is essential.

SEC. 3. Federal and Private Funding. Considering the funding necessary to construct an appropriate memorial, PVA believes that if every veteran contributed only one dollar, sufficient funds can be raised. However, we are deeply concerned that there are several other ongoing fund raising efforts to build national and international veterans' memorials. This high level of competitive fund raising could diminish efforts to raise the funds necessary to construct any of these important projects. We would urge the government to authorize and appropriate, in accordance with the magnitude of the project, the funds necessary to begin the project.

The legislation, as currently written, does not state precisely the amount of government funding to be provided; we think it should be no less than the amount of funding provided the "Korean War Veterans' Memorial."

Mr. Chairman, we applaud and commend you, the Subcommittee, and your staff for your continuing support of veterans. I will be happy to answer any questions that I can. Again, thank you.

NCOA

Non Commissioned Officers Association of the United States of America

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Statement of

Richard W. Johnson, Jr.
Director of Legislative Affairs

before the

Subcommittee on Housing and Memorial Affairs
Committee on Veterans' Affairs
U.S. House of Representatives

on

H.R. 88 and H.R. 537

June 15, 1989

Chartered by the United States Congress

The Non Commissioned Officers Association of the USA sincerely appreciates the opportunity to share with the committee its views on H.R. 88, a bill by Mr. Bennett to allow the unmarked burial of cremated remains in Arlington National Cemetery and H.R. 537, a bill by Miss Kaptur authorizing the construction of a World War II memorial and museum. NCOA has no objection to the adoption of H.R. 88 but it does have some reservations about H.R. 537.

H.R. 88

This measure is simple in both its language and goal. It directs the Secretary of the Army to set aside an area of Arlington National Cemetery which is not suited to the burial of casketed remains for the unmarked burial of cremated remains. Its goal is to use space wisely to allow for maximum availability of interment space.

Known as a Greensward, the area set aside under the law could be used by all veterans. Essentially, the ashes of all veterans buried in the area would be co-mingled and a simple marker at the entrance to the area would note those buried within.

While NCOA does not envision a significant number of veterans electing such memorial remembrance, the Association understands the desire to make it available. So long as interment in this area remains elective, NCOA has no objection to the bill.

H.R. 537

As stated in previous testimony the Non Commissioned Officers Association strongly supports the creation of a memorial to World War II veterans. More than 16 million Americans wore a service uniform during W.W.II. More than 670,000 were wounded and more than 400,000 were killed. Tens of millions of more Americans contributed to the cause. The sacrifices of the nation and the veterans of this period should be memorialized. However, H.R. 537 has taken a more ambitious approach seeking not only a memorial but also a museum. Additionally, the bill seeks public funding for the projects.

In view of the current fiscal problems facing the nation and veterans in particular, NCOA is reluctant to endorse public funding for either the memorial or museum project. Furthermore, the Association has some reservations about establishing a museum exclusively to W.W.II veterans.

Accordingly, the Association is, at this point, more inclined to endorse S.160 Senator Strom Thurmond's bill to provide that a W.W.II memorial be built in the District of Columbia from donations made to the American Battle Monuments Commission for this purpose. If Congress decides to pursue the museum aspect of this proposal, NCOA encourages consideration of expanding the idea to include all periods of conflict. In fact, NCOA would sincerely like to see the Smithsonian Institution establish a museum of American military history perhaps consolidating some of the already outstanding displays they have into a single location. Once again, however, our desire is tempered by the Smithsonian's ability to privately fund such a project.

SUMMARY

Once again, NCOA extends its appreciation to the Committee for the fine work it has done this year and in the past. And, NCOA extends to the Committee its thanks for the opportunity to comment on H.R. 88 and H.R. 537. Once again, NCOA has no objection to H.R. 88 but the Association does have some reservations about H.R. 537. NCOA continues to support a privately funded W.W.II memorial and suggests that any associated museum project commemorate all periods of conflict.

STATEMENT OF

JAMES N. MAGILL, DIRECTOR
NATIONAL LEGISLATIVE SERVICE
VETERANS OF FOREIGN WARS OF THE UNITED STATES

BEFORE THE

SUBCOMMITTEE ON HOUSING AND MEMORIAL AFFAIRS
COMMITTEE ON VETERANS' AFFAIRS
UNITED STATES HOUSE OF REPRESENTATIVES

WITH RESPECT TO

LEGISLATION RELATING TO ARLINGTON NATIONAL CEMETERY AND THE ESTABLISHMENT OF A WORLD WAR II MEMORIAL

WASHINGTON, D. C. JUNE 15, 1989

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

Thank you for the opportunity to appear before this distinguished Subcommittee to present the views of the Veterans of Foreign Wars. The VFW is appreciative of this Subcommittee for holding this hearing and demonstrating your continued concern for our nation's defenders.

Mr. Chairman, **H.R. 88**, introduced by Mr. Bennett along with several cosponsors, would direct the Secretary of the Army to set aside an appropriate area within Arlington National Cemetery for the unmarked burial of cremated remains. It is our understanding the area to be set aside is not suitable for casketed interments. Inasmuch as H.R. 88 would not reduce Arlington National Cemetery's capacity for casketed interments, the VFW has no objection to its enactment.

In your letter of invitation to appear before this Subcommittee, we were asked to comment on a proposal offered by Congresswoman Marcy Kaptur that would provide for the establishment of a memorial to honor members of the Armed Forces who served in World War II and to express the sense of Congress concerning the United States' participation in that conflict.

Mr. Chairman, in 1991, we will commemorate the 50th anniversary of the United States' entry into World War II. Over 16 million Americans served in this nation's Armed Forces during that conflict and over 400,000 made the ultimate sacrifice in defense of freedom around the world.

World War II was a military conflict that involved almost every country on the face of the earth. After considering the number of lives lost and the utter destruction, WWII is acknowledged as being the most devastating war in human history. It began in 1939 as a European conflict but soon escalated to include most of the nations of the world. The United States officially joined the fight and declared war as a direct result of the December 7th Japanese attack on Pearl Harbor. From that day forward, the United States was fully committed to ending the war. The war effort involved the commitment of this nation's entire human and economic resources, combatants and non-combatants worked together, determined to fight to the finish. The war ended in 1945 and resulted in a new world.

The cost of the war was beyond the imagination and must never be forgotten: (1) three-fourths of the world's population took part in WWII [1.7 billion people]; (2) 110 million persons, worldwide, were mobilized for military service; and (3) over 55 million people were killed [25 million killed were military and 20 million killed were civilians].

Today, there is no one single monument that expresses the contributions to freedom made by those 16 million American veterans of World War II. The VFW commends Mrs. Kaptur for her initiative in sponsoring legislation which would establish this long-overdue memorial and we strongly support its enactment.

This concludes my statement. I will be happy to respond to any questions you may have.

STATEMENT SAMUEL J. WALSH, ASSISTANT DIRECTOR
NATIONAL LEGISLATIVE COMMISSION
THE AMERICAN LEGION
BEFORE THE SUBCOMMITTEE ON HOUSING AND MEMORIAL AFFAIRS
COMMITTEE ON VETERANS AFFAIRS
UNITED STATES OF REPRESENTATIVES
JUNE 15, 1989

Mr. Chairman and Members of the Subcommittee:

The American Legion appreciates the opportunity to present its views of H.R. 537, a bill providing for the establishment of a World War II memorial and museum. We will not be offering testimony on H.R. 88 in that The American Legion has not taken any position with regard to that matter.

We are particularly pleased with the introduction of H.R. 537. The American Legion stands strongly in support of the construction of a fitting memorial to commemorate the millions of Americans who gave of themselves in support of our nation and its ideals during World War II. Resolution No 214 adopted by the delegates to our 70th annual convention places The American Legion squarely in support of this measure.

The soldiers, sailors, airmen and marines of World War II are deserving of the recognition called for in this bill. Although nearly 44 year have elapsed since the termination of hostilities in this great war, it is not too late to remind our citizenry of the lasting contributions made by these warriors in preserving freedom and opportunity for the entire free world. Their sacrifices, as evidenced by the over 400,000 who gave their lives in defense of freedom during this war, are worthy of lasting recognition through the establishment of a World War II Veterans Memorial and Museum.

THE COMMISSION OF FINE ARTS
ESTABLISHED • BY • CONGRESS • MAY • 17, 1910
708 JACKSON PLACE, N.W.
WASHINGTON, D.C. 20006
202-566-1066

JUN 08 [illegible]

1 June 1989

Dear Mr. Staggers:

I have your letter inviting testimony from the Commission of Fine Arts at your 15 June hearing regarding two bills: H.R. 537, a bill authorizing a memorial and museum commemorating World War II; and H.R. 88, a bill authorizing a site at Arlington National Cemetery for the unmarked interment of cremated remains.

The Commission met on 25 May and will not meet again until 22 June, after the date of your hearing. However, as H.R. 537 does not appear to differ from H.R. 3742, as amended, I am enclosing copies of our letter commenting on that bill.

The Commission's principal concern remains the linking of a museum with the memorial.

As to H.R. 88, it would not be possible for me to comment until the Commission has the opportunity to review the bill at its June meeting.

If you feel it would be helpful to have a member of the Commission or its staff present at the hearing, I will be happy to ask the Vice Chair, Neil Porterfield, or the Secretary, Charles Atherton to be there. I will be abroad at the time of the hearing, or otherwise I would be most happy to attend.

Sincerely,

J. Carter Brown
J. Carter Brown
Chairman

The Honorable
Harley O. Staggers, Jr.
Chairman
Subcommittee on Housing
and Memorial Affairs
U. S. House of Representatives
335 Cannon House Office Building
Washington, D.C. 20515

THE COMMISSION OF FINE ARTS
ESTABLISHED • BY • CONGRESS • MAY • 17, 1910
708 JACKSON PLACE, N.W.
WASHINGTON, D.C. 20006
202 566-1066

23 June 1988

Dear Mr. Montgomery:

The Commission appreciates the opportunity to add to our earlier comments on H.R. 3742 which would authorize a World War II Museum and Memorial.

The amendments offered as a substitute for the original provisions appear to be sound and should result in a much better bill.

The only comment I would like to recommend at the present time is with respect to Section 2 (e)(2); the Responsibilities of the Board, found on p. 3 of the amendment. The Commission recommends changing the wording from " recommend the site and select the design" to " recommend the site or sites and select the designs." By so doing, it would be possible to accommodate the museum and memorial on different sites and give some flexibility to meeting the special program needs of each.

As you know from our earlier report, the Commission was concerned about the museum component of this legislation, and pointed out that a site ideally suited to a memorial is not necessarily appropriate for a museum. Thus providing for the possible separation of the two elements rather than having them inextricably linked would in the Commission's view be very desirable.

The Commission believes that the establishment of a memorial commemorating World War II is a matter of the highest priority and nothing should be done that in any way will restrict or compromise the possibility for obtaining a truly great memorial.

I wish to assure your committee that we stand ready to assist the Congress in this endeavor in any way we can.

Sincerely,

Neil H. Porterfield

Neil H. Porterfield,
Vice Chairman

The Honorable
G. V. Montgomery
U. S. House of Representatives
Washington, D. C. 20515-2403

THE COMMISSION OF FINE ARTS
ESTABLISHED • BY • CONGRESS • MAY • 17, 1910
708 JACKSON PLACE, N.W.
WASHINGTON, D.C. 20006
202-566-1066

9 May 1988

Dear Mrs. Kaptur:

I am happy to add to the record the Commission's support for H.R. 3742, authorizing a memorial commemorating and honoring Americans who participated in World War II. Such a memorial is long overdue. Our only question is whether a museum should be part and parcel to the memorial, and we tend to think it should not.

Unlike the Holocaust Memorial which seeks to tell a very special story through the museum and is purposefully instructional, or even the Pershing Memorial, which to an extent depicts battle lines and the geographically limited action of the American Expeditionary Forces, a memorial to World War II is different. The geographical perimeters of the effect of the war were virtually unbounded, and the range and variety of services and kinds of military action were so vast as to proscribe any literal kind of message, even through the resources of a very large museum. It simply is too much to encompass.

Also, I believe it can be argued that focusing on the hardware and specific events of an extensive military action, were it possible in fact to do so in a comprehensive way, may very well detract from the historical and human dimensions of the conflict. One can only point to the Vietnam Memorial and question what effect any kind of museum would have on the enormous emotional impact conveyed by this remarkable memorial.

As you may know, a major military museum is at least being contemplated for the Washington area by the Smithsonian. The Navy already has a modest one at the old Navy Yard, also the Marines. The Air Force has a very complete display at Wright Patterson Field in Ohio, and there are in addition all kinds of military museums spread across the country. Therefore there seems to be ample opportunity to tell the specifics of the military history of the second World War -- what is lacking is one national marker in the core of our capital that commemorates these events and the men and women who participated in them. In the Commission's view, this should be found in a single memorial element.

Finally, the Commission is glad to see that the bill provides for public funding. While permitting private gifts, the bulk of the funds will come from appropriations, which is as it should be. The American people as a whole, especially the generations too young to know, owe an enormous debt to those who served and died in World War II, and this is the most appropriate way to make such a statement.

Sincerely,

J. Carter Brown
Chairman

The Honorable
Marcy Kaptur
Chairwoman
Subcommission on Housing
and Memorial Affairs
335 Cannon House Office Building
Washington, D.C. 20515

NATIONAL CAPITAL PLANNING COMMISSION

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Reginald W. Griffith

IN REPLY REFER TO:
NCPC File NO. 0326

JUN 12 1989

Honorable Harley O. Staggers
Chairman
Subcommittee on Housing and Memorial Affairs
Committee on Veterans Affairs
335 Cannon House Office Building
Washington, DC 20515

Dear Mr. Staggers:

Thank you for the opportunity to present the views of the National Capital Planning Commission on H.R. 537, as amended, to provide for the establishment of a memorial on Federal land within the District of Columbia to honor members of the Armed Forces who served in World War II and to commemorate the United States' participation in that conflict, and H R. 88, a bill to direct the Secretary of the Army to set aside an appropriate area within Arlington National Cemetery for the unmarked burial of cremated remains.

The Commission submitted a response to H.R. 3742, 100th Congress' predecessor to H.R. 537, to the Committee on Veterans' Affairs on June 30, 1988. The Commission continues to support the concept of a World War II memorial, to be approved in accordance with the Commemorative Works Act, and is pleased that recent amendments to H.R. 537 introduced by Ms. Kaptur appear to address reservations about a World War II museum outlined in last year's testimony. However, the currently pending legislation, even as amended, retains certain provisions that are of concern to this Commission.

For example, the Administration recommends that the bill be amended to prohibit the use of Federal funds in the construction of this new memorial. This revision would reflect a more equitable treatment in relation to the Vietnam Veterans Memorial, which was entirely funded through private contributions, and the proposed Korean War Veterans Memorial, which would be funded with only limited Federal support. Consistent with this recommendation, we question whether, if only private funds are used for the memorial, the fund and procedures established in section 3(b) are appropriate.

Furthermore, while we are pleased that H.R. 537 incorporates section 7 of the Commemorative Works Act (the Act), we urge that the bill be amended to incorporate all the provisions of this important Act. Such an amendment should provide that, in the event the memorial is

1325 G STREET, N.W. WASHINGTON, D.C. 20576 (202) 724-0174

sited on land administered by a Federal entity other than the National Park Service (NPS) or General Services Administration (GSA), application of the Act would be understood to relate to that Federal entity rather to NPS or GSA. We also question the need for section 4(b)(1), which provides for transfer of jurisdiction of real property to the American Battle Monuments Commission. Authorizations for transfers of jurisdiction are typically not incorporated in memorials legislation (with the recent exception of the Holocaust Memorial Museum).

With respect to H.R. 88, this Commission endorses the concept of setting aside an area within Arlington Cemetery for the unmarked interment of properly cremated ashes of persons otherwise eligible for burial there.

Thank you for the opportunity to present these comments. The Office of Management and Budget has advised that there is no objection to the presentation of this report to the Committee from the standpoint of the Administration's program. If you should have any questions about issues raised in this letter, please contact Linda Dodd-Major of the Commission staff at 724-0187.

Sincerely,

Reginald W. Griffith
for
Glen T. Urquhart
Chairman